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COMMITTEE PRINT

DISCUSSION DRAFTS

PROPOSALS TO IMPROVE THE CONGRESSIONAL BUDGET PROCESS

PREPARED BY THE

TASK FORCE ON THE BUDGET PROCESS

OF THE

COMMITTEE ON RULES
U.S. HOUSE OF REPRESENTATIVES

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Rules Committee Task Force on the Budget Process

Draft Legislation

Proposals to Improve the Congressional Budget Process

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The working drafts contained in this committee print were prepared for use by the members of the Rules Committee Task Force on the Budget Process.

SUMMARY OF THE
SINGLE BUDGET RESOLUTION APPROACH

The proposed draft bill strikes out all of Title III of the Congressional Budget Act of 1974 and substitutes a new Title III. It also contains amendments to other titles of the Budget Act and to relevant provisions of law and the Rules of the House of Representatives.

The key features of this proposal are:

FRAMEWORK. The proposal calls for Congress to adopt a single annual concurrent resolution on the budget (with provisions allowing adoption of subsequent resolutions if necessary, or adjustments of the initial resolution figures to reflect changes in economic assumptions or technical estimates). Limits on budgetary levels contained in the resolution become binding immediately upon adoption of the resolution. The resolution may contain reconciliation instructions directing committees of the House and Senate to recommend changes in permanent law to change levels of spending, credit, revenues, or tax expenditures.

ACCELERATED SCHEDULE. The proposal requires the President to submit his budget to Congress on the first Monday after January 3, committees of the House and Senate to report views and estimates to the Budget Committees by February 25, and Congress to adopt the budget resolution by April 15. It also requires that the House Appropriations Committee report all regular appropriation bills by June 10 and that the House complete action on those appropriation bills and on any reconciliation legislation directed by the budget resolution no later than June 30. The Senate is required to complete action on all regular appropriation bills and on any reconciliation legislation no later than August 15.

EXPANDED COVERAGE. The proposal brings credit programs, tax expenditures, and currently off-budget programs and agencies under the controls of the Budget Act. The proposal also expands current controls on backdoor spending by establishing a point of order against provisions of legislation which authorize financing mechanisms (other than entitlement authority) which would escape annual congressional review.

IMPROVED CONTROLS. The proposal maintains the current point of order against legislation which would breech the overall budgetary levels established by the budget resolution. It also establishes a new control on the discretionary budgetary actions of each committee of the House and Senate by providing a point of order against legislation which would cause a committee to exceed the allocation for discretionary budget action made to the committee in accordance with the the budget resolution.

Rules Committee Task Force on the Budget Process
Draft Status Report

SINGLE BUDGET RESOLUTION APPROACH
(Features accelerated timetable, more comprehensive coverage, better control and simplified procedures)

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I. AN EARLY START TO DISTRIBUTE WORKLOAD EVENLY THROUGH THE YEAR

A. ACCELERATED HOUSE ORGANIZATION

January 3	The House will convene. (In recent years, a later date for convening has been set by statute.)
Seven days after the House convenes in odd-numbered years	The House will elect its committees. (Currently, committees are required to be elected "at the commencement" of a new Congress.)

B. ACCELERATED SCHEDULE FOR AUTHORIZATION OF APPROPRIATIONS

May 15 (prior year)	The President will submit year ahead authorization requests (as required now by the Budget Act).
1st Monday after January 3	CBO will submit a report listing the expiring authorizations affecting the budget year. (This is a new requirement.)
February 1	Beginning date for monthly leadership announcements of schedule for major authorizing legislation affecting the budget year. (The task force report will urge these monthly schedules as a way of promoting early consideration of authorizations.)

C. ACCELERATED BUDGET RESOLUTION TIMETABLE

1st Monday after January 3	The President will submit the budget. (Currently, he is required to submit it 15 days after Congress convenes.)
Two weeks after budget submitted	The Executive will submit budget back-up materials, including justifications and proposed legislation involving taxes and direct spending. (This is a new requirement.)
February 15	CBO will submit annual report to Budget Committees. (The required date for this report is April 1, but CBO normally submits it earlier.)

February 25	Committees will submit views and estimates to Budget Committees. (These are currently required on March 15.)
April 15	Congress will adopt the budget resolution. (The current adoption deadline is May 15.)

D. OTHER MAJOR EARLY TIMETABLE FEATURES

1. Multi-year and year-ahead authorizations. The task force report will urge committees to report multi-year, rather than annual, authorizations and to report year-ahead authorizations. The report will also urge committees to establish a "contingency" authorization, when feasible, which will permit timely consideration of appropriations when authorizing legislation is late.

2. Full work weeks. The task force report will urge the scheduling of full work weeks early in the year to facilitate five-day hearing schedules and timely House consideration of authorizing legislation affecting the budget year.

3. Elimination of authorization reporting deadline. The current May 15 reporting deadline for authorizations will be eliminated. Instead, the leadership will announce each month, beginning February 1, a schedule for that month's consideration of authorizations affecting the budget year. House Rule XXI already establishes a requirement for enactment of authorizations prior to consideration of appropriations, and the Rules Committee will continue to consider waivers of that rule on an ad hoc basis.

4. Elimination of budget resolution reporting deadline. The current April 15 reporting deadline for the budget resolution will be eliminated, and the current ten-day layover period will be reduced to five days. The Budget Committee will set its own schedule in a way that will allow Congress to meet the April 15 adoption deadline.

II. BUDGET RESOLUTION — CONTENT AND CONSIDERATION (April 15)

A. EXISTING CONTENT

1. Aggregates. Overall levels of budget authority, outlays, revenues, deficit, and debt limit will be included in the budget resolution, as in current practice.

2. Functions. Programmatic functions (health, veterans, defense, energy, etc.) will be included in the budget resolution, as in current practice.

3. Outyears. Outyear planning figures for aggregates and functions will be included in the budget resolution for two years beyond the budget year, as in current practice.

4. New matters inserted by use of elastic clauses. Elastic clauses permitting procedural changes and other new matters to be included in a budget resolution will be retained but new safeguards on their use will be established to ensure adequate consideration of any proposed new procedures.

   a. Early notice. The task force report will urge the Budget Committee to announce proposed new House procedures early enough to provide affected House committees the opportunity to comment on new procedures.

   b. Referral to Rules Committee. Changes to House procedures inserted in the budget resolution shall be automatically referred to the Rules Committee for five days.

   c. Conference reports. Procedural changes contained in budget resolution conference reports different from those contained in the House-passed budget resolution will be considered in the same manner as nongermane Senate amendments (a separate vote will be allowed).

5. Three-year reconciliation directives. Reconciliation directives for three years may be included in the resolution. (Under current practice, reconciliation directives for one year are included in the first budget resolution, with recommendations for two outyears.)

B. MORE COMPREHENSIVE COVERAGE

1. Off-budget activities.

   a. Agencies, programs currently off-budget. The following agencies and programs will be required to be included in the President's budget and in congressional budget resolutions: the Federal Financing Bank, the Rural Electrification Administration and Rural Telephone Bank, the Strategic Petroleum Reserve, the Synthetic Fuels Corporation, and the U.S. Railway Association. For budget accounting purposes, loans financed by the Federal Financing Bank will be attributed to the agency making the loan. (Under current law, the above-listed agencies are off-budget.) The Federal Reserve and the U.S. Postal Service will remain off-budget.

   b. Programs scheduled to be taken off budget. The three Social Security trust funds (OASI, DI, and HI) will remain on budget. (Under current law they are scheduled to be taken off budget in 1992).

c. Legislation proposing off-budget status. The Committee on Government Operations will have automatic sequential referral of any measure which would take an agency or program off budget. (This is a new House rule.)

2. Credit.

a. As a part of the resolution. Aggregate and functional levels of direct loan obligations and primary guarantee commitments will be included in the budget resolution for the budget year and two planning years, subject to the same controls as spending. (In current practice, credit levels are included in the budget resolution, but for advisory purposes only.)

b. Subject to appropriations. Legislation providing for new or expanded credit authority will be subject to a point of order unless the measure is an authorization of an approriation. (This is a new requirement, similar to the existing Budget Act restriction on contract and borrowing authority.)

3. Tax Expenditures

a. Inventory. CBO will be required to submit to Congress an inventory of tax expenditures, based on existing definitions in law, on February 15 of each year; that list will be used for purposes of the Congressional budget process.

b. As part of the resolution. The recommended change to the level of tax expenditures will be included in the budget resolution separately from the recommended change in the overall level of revenue. Reconciliation instructions may direct a change in the level of revenues specifically from changes in tax expenditures. (Currently, tax expenditures are not included in the resolution.)

4. Trade-offs in forms of federal commitment. The task force report will urge that, in marking up the budget resolution, the Budget Committee experiment with various approaches to making trade-offs within each functional category among spending, credit activities, and tax expenditures. Such trade-offs could be modeled on the Canadian "envelope" system which is used to make trade-offs between spending and tax expenditures.

5. Capital budget. The task force report will recommend improvements in the President's budget analysis of capital expenditures (Special Analysis D). No separate capital budget would be established. (This is consistent with the recommendations of the Comptroller General and the Committee for Economic Development.)

6. Monetary policy. The FY 84 budget resolution requested the Banking Committees to report on Congressional oversight of monetary policy. No change in the treatment of monetary policy in the budget process is being recommended by the task force at this time.

C. IMPROVED INFORMATION RELATING TO BUDGET RESOLUTIONS

1. Baseline projections. Revisions to the Act will include a definition of the budget baseline. Currently the lack of agreement on this definition causes much confusion in developing a budget resolution.

2. Outlay/credit/tax expenditure comparison. CBO will be directed to conduct continuing studies to enhance comparisons of spending, credit, and tax expenditures.

3. Total level of federal commitment. The Budget Committee will be required to include in the report accompanying the budget resolution information on the total level of Federal commitment for each programmatic function. The report will display the level of spending, tax expenditures and credit for each function, so that total commitment in the various functions can be compared.

4. Management functions. The task force report will urge the Budget Committee to display in the report on the budget resolution a breakdown of the budget by management function (means-tested entitlements, non-means-tested entitlements, interest on the debt, defense, etc.)

D. COMMON ECONOMIC ASSUMPTIONS AND TECHNICAL ESTIMATES

1. Floor amendments. The task force report will urge the Rules Committee to require a CBO cost estimate, using common economic assumptions, for each amendment to be offered to the budget resolution.

2. House Senate conference. The House and Senate will establish common economic assumptions and technical estimates at conference stage, consistent with current practice.

E. AVOIDING LINE-ITEM DEBATE. The task force report will urge the Rules Committee to focus House consideration of budget resolutions on major fiscal and priority issues (principally through substitute amendments) rather than on line items.

III. IMPLEMENTING THE BUDGET RESOLUTION — TIMING AND CONTROLS FOR SPENDING AND REVENUE LEGISLATION (May-September)

A. TIMING OF APPROPRIATIONS

1. House reporting deadline. The last appropriations bill will be required to be reported by June 10. To meet this deadline, the House Appropriations Committee will need to begin reporting bills in mid-May. (Currently there is no reporting deadline for appropriations bills.)

2. House action deadline. The House will be required to finish all regular appropriations bills by June 30 and will be precluded from considering a resolution providing for adjournment for the Independence Day District Work Period until they are approved. (The Budget Act sets a deadline — seven days after Labor Day — for enactment of spending measures, provided that authorizations are "timely enacted." There are no deadlines for completion of House or Senate consideration of appropriations.)

3. Senate action deadline. The Senate will be required to finish all regular appropriations bills by August 15.

B. CONTROLS ON NEW SPENDING AND REVENUE LEGISLATION

1. Aggregate control

   a. Effective immediately. The Section 311 point of order control for aggregate spending and revenue will be effective immediately upon adoption of the budget resolution. (In recent years, the aggregate ceiling has been effective upon adoption of a second budget resolution or on October 1, whichever came first.)

   b. Credit control. Measures which would exceed the aggregate credit ceilings will, for the first time, be subject to a point of order.

   c. Exception for committees within their allocation. Measures reported from a committee which are within its Section 302(a) discretionary action (spending, credit and revenue) allocation will not be subject to the aggregate point of order. (This is similar to the exception in the FY 84 budget resolution.)

2. Committee allocation control

   a. New control on committee totals. Effective immediately upon adoption of the budget resolution will be a new point of order against any measure which would breach a committee's Section 302(a) discretionary action (spending, credit and revenue) allocation. Enforcement may be on one-year or three-year allocations.

b. Credit control. As with spending, any measure which would exceed a committee's discretionary action allocation of credit will be subject to a point of order.

c. Tax expenditure control. Any tax expenditure measure which would reduce revenues below a committee's discretionary action allocation for new tax expenditures will be subject to a point of order.

3. Limitation on use of suspensions. Spending, revenue, and credit bills which exceed $10 million will not be permitted to be considered under suspension calendar procedures. (This is a new House rule.)

C. RECONCILIATION — CONTROLLING THE BUDGET BASE

1. Focus. Reconciliation will be focused on entitlements, revenues, and other activities required by existing law and not subject to annual review.

- Reconciliation of authorizations of appropriations will be prohibited.
- The task force report will urge that program liberalizations not be included in a reconciliation bill.
- Reconciliation of credit programs which flow from existing law will be permitted.
- Reconciliation of existing tax expenditures will be permitted.

2. Enforcement. If committees fail to report as directed by reconciliation, the Rules Committee will be explicitly authorized to make in order amendments to the omnibus reconciliation bill to achieve the reconciliation directives.

3. House action deadline. The House will be required to complete action on reconciliation by June 30, and will be precluded from considering a resolution providing for the Independence Day District Work Period until reconciliation is done. (Currently a deadline for committees to report reconciliation legislation is set in the first budget resolution, but there are no other deadlines for reconciliation.)

4. Senate action deadline. The Senate will be required to complete action on reconciliation by August 15.

D. DISCOURAGING THE USE OF NEW FINANCING MECHANISMS THAT ESCAPE ANNUAL REVIEW

1. Description of financing mechanisms. As part of the CBO cost estimate currently required for committee-reported bills, CBO will be required to include a description of any proposed indirect

financing mechanism (e.g. revolving funds, monetary credits). In addition, committees will be required to describe the proposed mechanism and explain why that mechanism is used instead of an annual appropriation.

2. Point of order control. A new point of order will be established against a provision of a measure containing an indirect financing mechanism.

3. Limitation on use of suspensions. No measure including an indirect financing mechanism will be permitted to be considered under suspension calendar procedures. (This will be a new House rule.)

4. Inventory. GAO will be directed to submit a report on indirect financing mechanisms in current law within 18 months after the revisions to the Act become effective, and to update that report periodically.

E. IMPROVED CONTROL INFORMATION

1. Required filing of Section 302(b) committee subdivisions. If a committee has been given a Section 302(a) allocation for discretionary action, any spending or credit measure reported from that committee will be subject to a point of order if the committee has not filed its Section 302(b) subdivisions.

2. Regular scorekeeping reports. CBO will be required to submit monthly reports to committees on the status of action on the budget. (At present, CBO is required to submit such reports periodically.)

3. Conference report cost estimates. Committees will be required to include CBO cost estimates in conference reports on spending and revenue legislation. (Current requirements for CBO cost estimates apply only to committee reported bills.)

4. Member user group. The Speaker will be required to appoint a group of members to advise him on issues — such as disputes over scorekeeping rules — that may develop during the implementation of the budget resolution.

IV. FLEXIBILITY OF SYSTEM AFTER ADOPTION OF BUDGET RESOLUTION AND BUDGET LEGISLATION: UPDATING THE RESOLUTION

A. Subsequent budget resolutions. One budget resolution per year will be required but the Budget Committee will be able to report a subsequent budget resolution at any time.

B. Revising the resolution for changed economic assumptions and technical estimates.

1. Budget Committees may file revisions. At any time subsequent to adoption of the budget resolution, the House and Senate Budget Committees will be permitted to jointly file reports revising the resolution to reflect changed economic assumptions and technical estimates in the resolution.

2. Revisions may be blocked. The revisions will take effect after 15 days during which Congress has not been out of session for more than five consecutive days. If, during that 15 day period, 25 percent of both the House and Senate sign a petition objecting to the revisions, the revisions will not go into effect.

3. New resolution optional. The Budget Committee will then determine whether to revise the budget resolution by reporting a second budget resolution.

SECTION BY SECTION SUMMARY OF THE BILL

Title I—Congressional Budget Process

Section 101. This section amends Title III of the Congressional Budget Act of 1974. The section numbers in this summary refer to Title III as amended.

Section 300. Timetable. This section sets forth the timetable for the congressional budget process.

Section 301. Annual Adoption of Concurrent Resolution on the Budget

a) Content of Concurrent Resolution on the Budget. This subsection requires Congress to complete action by April 15 of each year on a concurrent budget resolution setting forth the congressional budget for the United States Government. The budget resolution sets forth appropriate levels for the coming fiscal year and planning levels for the two ensuing fiscal years, including aggregate levels for total new budget authority, budget outlays, entitlement authority, credit authority, revenues, the surplus or deficit and the public debt. The budget resolution also includes the total amount by which revenues and tax expenditures should be changed and a distribution of total new budget authority, budget outlays, entitlement authority, and credit authority into major budget functional categories.

b) Additional Matters In Concurrent Resolution. This subsection provides that the budget resolution may also include the calendar year in which Congress believes the unemployment goals of the Employment Act of 1946 should be achieved, reconciliation directives, and other matters and procedures appropriate to carry out the purpose of the Act.

c) Consideration of Procedures or Matters which Have the Effect of Changing any Rule of the House of Representatives. This subsection provides that a budget resolution having the effect of changing any rule of the House of Representatives shall be referred to the Committee on Rules, which must report it within five calendar days during which the House is in session. The Committee on Rules has the jurisdiction to report a budget resolution with an amendment to strike or change the provision affecting the rules.

d) Views and Estimates of Other Committees. This subsection requires each standing committee of the House or of the Senate to submit its views and estimates, with regard to any matter in the budget resolution relating to its jurisdiction, to its budget committee by February 25. All other committees of the House or of the Senate, and all joint committees may also submit such views and estimates. The Joint Economic Committee is required to submit fiscal policy recommendations to both budget committees for achieving the goals of the Employment Act of 1946.

e) Hearings and Report. This subsection requires the budget committee of each House to hold hearings and receive testimony from Members of Congress and appropriate representatives of Federal departments and agencies, the general public, and national organizations. A budget resolution report must include a comparison of the budget aggregates

recommended in the budget resolution with those requested by the President, a controllability analysis for each functional category, an allocation of total revenues among major sources, a statement of economic assumptions and objectives, five year projections, a tax expenditures budget, an analysis of Federal assistance to State and local governments, a comparison of different forms of Federal commitment by functional category, and information on how the committee determined the content of the budget resolution. This subsection also permits the deliberations of the budget committees to include the recommendations of the Joint Economic Committee, and provides that the reports of the budget committees may include other matters than those required and listed above.

f) Achievement of Goals for Reducing Unemployment. This subsection provides that if an Economic Report of the President recommends that the unemployment goals of the Employment Act of 1946 be achieved after the deadline set by that Act, then the Congress may put in a budget resolution the year by which it believes the unemployment goals can be achieved. If an Economic Report subsequently is submitted by a President recommending a year different from the one Congress stated for achieving the unemployment goals of the Act, then Congress may put in subsequent budget resolutions the year by which it believes the goals can be achieved. The year set forth in a budget resolution cannot be changed by amendment unless the amendment also includes changes in the appropriate levels of the budget resolution consistent with the year in the amendment for achieving the unemployment goals.

g) Common Economic Assumptions. This subsection requires the joint explanatory statement accompanying a conference report on a budget resolution to include a statement of the common economic assumptions on which it is based.

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Section 302. Committee Allocations

a) Allocation for Discretionary Action. This subsection provides that, for purposes of controlling congressional action, reports and conference reports on budget resolutions shall include an allocation for discretionary action to each committee of the House and Senate with jurisdiction over bills and resolutions that would implement such action. The control allocations would be for either the budget year or the total of the budget year and the two ensuing fiscal years, and would cover new budget authority, new entitlement authority, new credit authority and changes in new credit authority, revenues and tax expenditures.

b) Reports by Committees. This subsection requires the appropriations committees, as soon as practicable after Congress adopts a conference report on a budget resolution, to consult and then subdivide the allocation for discretionary action among their respective subcommittees. Other committees of the House and Senate shall consult their appropriate counterparts and subdivide their respective allocations (except those for revenues and tax expenditures) among programs or subcommittees. Each committee receiving an allocation for discretionary action shall promptly report its subdivisions to its House.

c) Legislation Subject to Point of Order. This subsection prohibits consideration of any bill, resolution, amendment, or conference report providing new budget authority, new entitlement authority, or new credit authority until the committee of jurisdiction submits to its House the subdivisions required under section 302(b).

d) Subsequent Concurrent Resolution. This subsection provides

that in the case of any subsequent budget resolution the allocations and subdivisions described in subsections a) and b) are required only to the extent necessary to cover revisions in such subsequent budget resolution for a fiscal year.

e) Division of Budget Totals Among Committees. This subsection requires for informational purposes that reports and conference reports on budget resolution include a distribution of total new budget authority, total budget outlays and total new credit authority among committees of the House and the Senate with jurisdiction over such authorities.

Section 303 Concurrent Resolution on the Budget Must be Adopted Before Legislation Providing New Budget Authority, New Spending Authority, New Credit Authority, or Changes in Revenues or the Public Debt Limit is Considered.

a) In General. This subsection prohibits consideration in either House of any bill, resolution or amendment providing new budget authority, new credit authority, new entitlement authority, or providing for increases or decreases in revenues or the public debt, until the budget resolution for the fiscal year involved has been adopted by Congress.

b) Exceptions. This subsection provides an exception from this prohibition for legislation that provides new budget authority or that changes revenues in fiscal years subsequent to the budget year.

c) Waiver in the Senate. This subsection provides the same waiver language that was included in the Congressional Budget Act of 1974 to handle Senate waivers of section 303(a). It is anticipated that the Senate will review this subsection during its consideration of this legislation.

Section 304. Permissible Revisions of Concurrent Resolutions on the Budget.

a) Subsequent Concurrent Resolution. This subsection provides that Congress may adopt revisions to a budget resolution for a fiscal year at any time after the annual budget resolution required by section 301 is adopted, and before the close of the fiscal year to which that budget resolution relates.

b) Reestimates. This subsection establishes a procedure for adjusting the most recently adopted budget resolution to take into account technical reestimates. If, after conferring on technical reestimates, the budget committees agree on the need to adjust the budget resolution, they shall certify the adjustment to their respective Houses by majority vote of each committee, and shall submit reports containing identical explanations of the nature of the technical reestimates to their respective Houses. After the Budget Committee of the House or the Senate files its report, the Clerk of the House or the Secretary of the Senate shall then make available in that House a convenient place a petition of disapproval of the adjustment to the budget resolution.

The adjustment takes effect at the close of the fifteenth day of continuous session after a Budget Committee report has been available in

the House or the Senate, whichever is later, unless at least one fourth of the Members of the House and of the Senate have signed their respective petitions. In calculating the fifteen day period, the days in which either House is not in session because of an adjournment of more than five days to a day certain are excluded, and continuity of session is broken only by an adjournment of Congress sine die.

Section 305. Provisions Relating to the Consideration of Concurrent Resolutions on the Budget.

a) Procedure in House of Representatives after Report of Committee; Debate. This subsection establishes the procedure for consideration of budget resolutions in the House of Representatives. Floor consideration may begin after the Budget Committee report has been available to Members for five days (excluding Saturdays, Sundays, and legal holidays); and, if applicable, floor consideration may begin after a Rules Committee report [pursuant to section 301(c)] has been available to Members for one day (excluding Saturdays, Sundays, and legal holidays). General debate is limited to ten hours equally divided, and, in addition, there is up to four hours debate available on economic goals and policies. The budget resolution is considered in the Committee of the Whole and read for amendments the five-minute rule. If, pursuant to section 301(f), a budget resolution includes economic goals, then an amendment changing those economic goals and the appropriate levels in the budget resolution necessary to achieve

the goals of the amendment is in order. After the Committee of the Whole has reported, it is in order to adopt an amendment to achieve mathematical consistency in the budget resolution. Debate on a conference report is limited to five hours., equally divided.

b) Procedure in Senate After Report of Committee; Debate; Amendments. This subsection establishing procedures for consideration of budget resolutions in the Senate is identical to the language included in the Congressional Budget Act of 1974 for this purpose. It is anticipated that the Senate will review this subsection during its consideration of this legislation.

c) Consideration of Procedures or Matters Which Have the Effect of Changing Any Rule of the House of Representatives. This subsection establishes procedures to ensure that any matter or procedure contained in a conference report on a budget resolution that has the effect of changing any rule of the House of Representatives, and that was not included in the budget resolution as passed by the House, may be subject to a motion to reject such matter or procedure. A motion to reject is debatable for forty minutes, equally divided between those in favor and those in opposition.

d) Action on Conference Reports in the Senate. This subsection establishing procedures for consideration of conference reports on a budget resolution in the Senate is identical to the language included in the Congressional Budget Act of 1974 for this purpose. It is anticipated that the Senate will review this subsection during its consideration of this legislation.

e) Required Action by Conference Committee. This subsection provides that if the House and Senate conferees are unable to agree

on a budget resolution after seven days, they shall report to their respective Houses on all matters in agreement or in disagreement.

f) Concurrent Resolution Must Be Consistent in the Senate. This subsection requiring mathematical consistency of budget resolutions and conference reports on budget resolutions is identical to the language included in the Congressional Budget Act of 1974 for this purpose. It is anticipated that the Senate will review this subsection during its consideration of this legislation.

Section 306. Legislation Dealing with Congressional Budget Must Be Handled by Budget Committee. This section provides that a matter within the jurisdiction of a Budget Committee may be considered only if it has been reported from that committee, if it is an amendment to a bill or resolution reported by that committee, or if that committee has been discharged from its consideration.

Section 307. House Committee Action on All Appropriation Bills to be Completed by June 10. This section requires all regular appropriations bills for the upcoming fiscal year to be reported by the House Committee on Appropriations by June 10.

Section 308. Reports, Summaries, and Projections of Congressional Budget Actions.

a) Reports on Legislation Providing New Budget Authority, New Spending Authority, New Credit Authority, or Providing an Increase or Decrease in Revenues or Tax Expenditures. This subsection provides that any report or conference report filed in either House providing

new budget authority, new spending authority new credit authority, or providing for an increase or decrease in revenues or tax expenditures shall include the following information prepared after consultation with the Director of the Congressional Budget Office: a comparison of the discretionary action levels in the measure with the comparable control levels included in section 302 reports submitted pursuant to the latest budget resolution; an estimate of outlays expected to result from the measure; an identification of any new spending authority described by section 401(c)(2) or authorization of new credit authority contained in the measure; a Congressional Budget Office five year projection of how the measure will affect levels of comparable authority available under existing law; and a statement of new budget authority for assistance to State and local governments.

b) Up-to-Date Tabulations of Congressional Budget Actions. This subsection requires the Congressional Budget Office to issue monthly budget status reports to the committees of the House and the Senate on measures providing new budget authority, new entitlement authority, new credit authority, and making changes in revenues or tax expenditures. These reports shall include comparisons of aggregate and functional levels included in the latest budget resolution and allocations for discretionary action made under section 302 pursuant to the latest budget resolution, with levels provided in bills and resolutions reported by committee or adopted by either House or by the Congress.

c) Five-Year Projection of Congressional Budget Action. This subsection requires the Congressional Budget Office to issue at the start of each fiscal year a report projecting for each of the next five

years new budget authority, outlays, revenues and their major sources, the surplus or deficit, tax expenditures, entitlement authority and credit authority.

Section 309. Approval of Regular Appropriation Bills

a) Approval by the House. This subsection prohibits consideration of an Independence Day district work period resolution until the House has approved all the regular appropriations bills for the upcoming fiscal year.

b) Approval by the Senate. This subsection requires the Senate to approve all regular appropriations bills for the upcoming fiscal year by August 15.

Section 310. Reconciliation

a) Inclusion of Reconciliation Directives in Concurrent Resolution on the Budget. This subsection permits any budget resolution to direct a committee to recommend legislation in to achieve specified changes in the amounts of budget authority, entitlement authority, credit authority, revenues, or tax expenditures provided by laws within its jurisdiction for the budget year, or to achieve specified changes for the total of the budget year and the two following fiscal years.

b) Legislative Procedure. If the changes specified by the budget resolution are within the jurisdiction of any one committee in either House, each such committee shall promptly report a reconciliation bill or resolution to its House. If more than one committee in either House has been directed to make changes in matters within its jurisdiction, then all such committees shall submit their recommendations to the Budget Committee of their House. The Budget Committee then shall report the reconciliation legislation,

without substantive change.

c) Reconciliation Not Applicable to Changes in Authorization Levels. This subsection prohibits directives in budget resolutions to committee to change authorizations for appropriations.

d) Procedure in the House of Representatives. This subsection permits the Rules Committee to make in order amendments to reconciliation legislation to achieve a reconciliation directive, if a committee fails to submit legislation pursuant to the budget resolution directive.

e) Procedure in the Senate. This subsection establishing procedures for Senate consideration of reconciliation measures is identical to the language included in the Congressional Budget Act of 1974 for this purpose.

f) Completion of Reconciliation Process in the House of Representatives and in the Senate. This subsection prohibits the House from consideration a resolution providing for the Independence Day district work period until the House has completed action on reconciliation legislation for the upcoming fiscal year. The Senate is required to complete consideration of this reconciliation legislation by August 15.

Section 311. New Budget Authority, New Spending Authority, New Credit Authority and Revenue Legislation Must Be Within Appropriate Levels.

a) Legislation Subject to Point of Order. This subsection prohibits consideration in the House or the Senate of legislation providing budget authority, entitlement authority, credit authority or reducing revenues for the budget year, if enactment of such legislation would cause the totals for such authorities or the total for budget outlays set forth in the most recently enacted budget resolution to be breached.

b) Exception. This subsection provides that the point of order

established by subsection (a) shall not apply to legislation within the jurisdiction of a committee, if that legislation would not cause the committee's allocation for discretionary action to e breached.

c) Determination of Budget Levels. This subsection provides that estimates prepared by the Budget Committee of either the House or the Senate shall be the basis for determining whether legislation is subject to the point of order established by subsection (a).

Section 312. Committee Allocation Controls.

a) Legislation subject to Point of Order. This subsection prohibits consideration in the House or the Senate of legislation providing budget authority, entitlement authority, credit authority, reducing revenues or increasing tax expenditures for the budget year, if enactment of such legislation would breach the allocation for discretionary action for these authorities for the committee of jurisdiction.

b) Determination of Budget Levels. This subsection provides that estimates prepared by the Budget Committee of either the House or the Senate shall be the basis for determining whether legislation is subject to the point of order established by subsection (a).

TITLE II - AMENDMENTS TO TITLE IV OF THE CONGRESSIONAL BUDGET ACT OF 1974

Section 201. A New Spending Authority. Subsection (a) amends the heading of section 401 (a) of the Congressional Budget Act of 1974 to read: "Controls on Legislation Providing Contract or Borrowing Authority," and it makes the section applicable to conference reports as well as bills and resolution.

Subsection (b) strikes the language of section 401(b) of the Congressional Budget Act and substitutes a new control provision. The new subsection prohibits consideration of any provision of legislation that provides monetary credits or residual spending authority (described by subparagraphs 401(c)(2)(D) & (E) of the Congressional Budget Act as amended by this Act) unless that provision also limits the use of authority to the extent provided in appropriation Acts.

Subsection (c) makes the effective date of the two forms of new spending authority described by subsection (d), which follows, the same date on which subsection (d) becomes effective.

Subsection (d) describes two new forms of spending authority. The first, described in a new section 401 (c)(2)(D) of the Congressional Budget Act, is monetary credits, that is authority to forego collection of offsetting receipts which is not provided in advance by appropriation Acts. The second, described in a new section 401(c)(2)(E) of the Congressional Budget Act, is residual spending authority, that is, all forms of spending authority for the United States Government to make payments other than those already described by the Congressional Budget Act (contract authority, borrowing authority, entitlement authority, monetary credits), and other than authority provided by appropriation Acts.

Subsection (e) establishes a new subsection 401(e) of the Congressional Budget Act, which provides that estimates of new entitlement authority for a fiscal year shall be based on a cost estimate of changes from current law at the time the legislation providing the new entitlement authority is enacted.

Section 202. Credit Authority. This section prohibits consideration of legislation providing authority to incur new direct loan obligations or new

primary loan guarantee commitments unless that legislation also limits the use of such authority to the extent provided in appropriation Acts. This provision affects legislation considered after the date on which this section becomes effective.

Sections 203. Description by Congressional Budget Office. This section amends section 403 of the Congressional Budget Act to require the Congressional Budget Office to provide along with its cost estimate of legislation to be reported a description of each method for establishing a Federal financial commitment contained in that legislation.

Section 204. General Accounting Office Study. This section amends title IV of the Congressional Budget Act by adding the following three sections:

Section 405 of the Congressional Budget Act. Study by the General Accounting Office of Forms of Federal Financial Commitment that Are Not Reviewed Annually by Congress. This section sets forth a new section 405 for the Congressional Budget Act which requires the General Accounting Office to study all provisions of law providing spending authority described by section 401(c)(2) of the Congressional Budget Act (contract authority, borrowing authority, entitlement authority, menetary credits, and residual authority) and report to Congress its recommendations on the appropriate form of financing for all programs and activities financed by these provisions. The reports is due eighteen months from the effective date of this section and shall be revised from time to time.

Section 406 of the Congressional Budget Act. Off-Budget Agencies, Programs and Activities.

a) This subsection requires the budgetary activites of the following agencies to be included in the totals of the budget submitted by the

President and considered by Congress: the Federal Financing Bank, the Rural Electrification Administration and Rural Telephone Bank, the Strategic Petroleum Reserve Account, the United States Synthetic Fuels Corporation, the United States Railway Association, the Federal Old-Age and Survivors Insurance Trust Fund, the Federal Disability Insurance Trust Fund, and the Health Insurance Trust Fund.

(b) This subsection assigns resulting budget outlays to the Federal agency responsible for originating credit authority which is then financed by the Federal Financing Bank.

(c) Reported legislation that removes a department, agency, program, or activity from the totals of the budget submitted by the President or considered by the Congress shall be referred to the Committee on Government Operations, which shall have jurisdiction to report the legislation with an amendment to strike or amend the provisions having this effect.

Section 407 of the Congressional Budget Act. Member User Group. This section requires the Speaker, after consulting with the Minority Leader, to appoint a Member User Group, which shall review the scorekeeping rules and practices of the House and report to the Speaker from time to time on their effect and impact.

TITLE III — ADDITIONAL PROVISIONS TO IMPROVE BUDGET PROCEDURES

Section 301. Definitions.

Subsection (a) amends section 3 of the Congressional Budget Act to include in the definition of budget authority the authority to make

offsetting collections (or to affect their usage).

Subsection (b) adds to section 3 of the Congressional Budget Act two new defintions. A new paragraph 6 defines "allocation for discretionary action" to mean an amount for control of congressional action covering new budget authority (excluding budget authority to cover entitlement authority), new credit authority, new entitlement authority, new direct loan obligations, new primary loan guarantee commitments, and covering changes in revenues and tax expenditures. A new paragraph 7 defines new spending authority described by section 401(c)(2)(C) of the Congressional Budget Act to be "entitlement authority."

Section 302. Congressional Budget Office.

Subsection (a) amends section 201(a)(2) of the Congressional Budget Act to provide for the Speaker and the President pro tempore of the Senate to consider recommendations of committees of the respective Houses prior to appointing the Director.

Subsection (b) amends section 202(f)(1) of the Congressional Budget Act to require submission of the annual CBO report to the Budget Committees by February 15 of each year.

Subsection (c) amends Section 202(f) of the Congressional Budget Act by adding paragraphs (3) and (4). Paragraph (3) requires the Director to submit to the Congress by the first Monday after January 3 a report lisitng all programs and activities lacking authorizations for appropriations in the upcoming budget year. Paragraph (4) sets forth the requirement that baseline projections for permanent authority assume current laws continue unchanged and that baseline projections for all discretionary appropriations assume continuation of current year funding with an adjustment for inflation.

Subsection (d) adds subsection (h) and (i) to section 202 of the Congressional Budget Act. Subsection (h) requires the Director to conduct studies to enhance comparisons of budget outlays, credit authority, and tax expenditures. Subsection (i) requires the Director to submit to the Congress by February 15 of each year an inventory of tax expenditures, which shall be regarded as tax expenditures for the purpose of the Congressional Budget Act.

Section 303. Current Services Budget. This section amends section 605 (a) of the Congressional Budget Act to require the President to submit a current services budget concurrently with the annual budget submission on the first Monday following January 3 of each year.

Section 304. Study of Off-Budget Agencies. This section repeals section 606 of the Congressional Budget Act, which requires the Budget Committees to study provisions of law establishing off-budget status for agencies and to report recommendations to their respective House from time to time.

Section 305. Jurisdiction of Committee on Government Operations. This section changes House rules to conform to the amended section 406 of the Congressional Budget Act, which provides for referral to the Government Operations Committe of legislation establishing off-budget status for Departments and agencies.

Section 306. Continuing Study of Congressional Budget Process. This section amends House rules to provide for the Rules Committee to study the

congressional budget process and report its findings and recommendations to the House from time to time.

Section 307. Early Election of Committees of the House. This section requires the election of committees of the House within 7 calendar days after a new Congress convenes.

Section 308. Rescissions and Transfers in Appropriations Bills. This section amends the House rules to permit consideration of appropriations bills containing rescissions of appropriations and transfers of unexpended balances within the department or agency for which they were originally appropriated.

Section 309. Limitations on Use of Suspensions in the House. This section amends the House rules by adding a two part clause limiting the kinds of legislation that may be considered under suspensions of the rules. Paragraph (a) prohibits consideration of legislation providing new budget authority, entitlement authority, credit authority, or changing revenues or tax expenditures in an amount exceeding $10,000,000. Amounts provided in legislation shall be determined on the basis of Budget Committee estimates.

Paragraph (b) prohibits consideration under suspension of legislation providing borrowing authority, contract authority, monetary credits, or residual spending authority as described by section 401(c)(2) of the Congressional Budget Act.

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TITLE IV—AMENDMENTS TO SUBTITLE II OF TITLE 31, UNITED STATES CODE

Section 401. Submission of President's Budget. Subsection (a) requires submission of the President's Budget by the first Monday after January 3 of each year.

Subsection (b) requires submission of justifications including detailed explanations of budget requests and the text of language necessary to implement proposals affecting revenues and entitlements within two weeks of the budget submission.

Section 402. Supplemental Budget Estimates and Changes. This section repeals the United States Code requirement for submission by the President of budget reestimates by April 10 of each year.

Section 403. Current Services Budget. This section amends the U.S. Code to rquire the President to submit a current services budget concurrently with the annual budget submission on the first Monday following January 3 of each year.

TITLE V — TECHNICAL AND CONFORMING AMENDMENTS

This title includes miscellaneous provisions making changes in the Congressional Budget Act and the House Rules to conform with the provisions of this Act.

TITLE VI — EFFECTIVE DATE

Section 601. Effective Date. This section makes the provisions of the Act effective at noon January 3, 1985 and requires them to be reflected in the Fiscal Year 1986 Budget submitted by the President in January 1985.

NEW TITLE IV:

TITLE IV-ADDITIONAL PROVISIONS TO IMPROVE FISCAL PROCEDURES

BILLS PROVIDING NEW SPENDING AUTHORITY

* **Sec.401. (a) Controls on Legislation Providing Contract or Borrowing Authority.--**

It shall not be in order in either the House of Representatives or the Senate to consider any bill, resolution, or conference report which provides new spending authority described in subsection (c)(2)(A) or (B) (or any amendment which provides such new spending authority), unless that bill, resolution, conference report or amendment also provides that such new spending authority is to be effective for any fiscal year only to such extent or in such amounts as are provided in appropriation Acts.

* **(b) Controls on Provisions of Legislation Providing New Spending Authority.--**

No provision of any bill, resolution, conference report, or amendment which provides new spending authority as described in subsection (c)(2)(D) or (E) shall be in order in the House of Representatives or the Senate, unless that bill, resolution, conference report, or amendment also provides that such new spending authority is to be effective only to such extent or in such amounts as are provided in appropriation Acts.

(c) Definitions.--

*(1) For purposes of this section, the term "new spending authority" means spending authority not provided by law on the effective date of this section, including any increase in or addition to spending authority provided by law on such a date ,except for subparagraphs (D) and (E) of paragraph (2), for which "new spending authority" for purposes of this section means spending authority not provided by law on the effective date of those subparagraphs, including any increase in or addition to spending authority provided by law on such date.

(2) For purposes of paragraph (1), the term "spending authority" means authority (whether temporary or permanent)--

(A) to enter into contracts under which the United States is obligated to make outlays, the budget authority for which is not provided in advance by appropriation Acts;

(B) to incur indebtedness (other than indebtedness incurred under the Second Liberty Bond Act) for the repayment of which the United States is liable, the budget authority for which is not provided in advance by appropriation Acts;

(C) to make payments (including loans and grants), the budget authority for which is not provided for an advance by appropriation Acts, to any person or government if, under the provisions of the law containing such authority, the United States is obligated to make such payments to persons or governments who meet the requirements established by such law;

* (D) to forego collection of offsetting receipts, the budget authority for which is not provided in advance by appropriation Acts to offset such foregone offsetting receipts; and

* (E) to make payments (including loans, grants and payments from revolving funds) other than those covered by subparagraph (A), (B), (C), or (D), the budget authority for which is not provided in advance by appropriation Acts.
Such term does not include authority to insure or guarantee the repayment of indebtedness incurred by another person or government.

(d) Exceptions--

(1) Subsections (a) and (b) shall not apply to new spending authority if the budget authority for outlays which will result from such new spending authority is derived--

(A) from a trust fund established by the Social Security Act (as in effect on the date of the enactment of this Act); or

(B) from any other trust fund, 90 percent or more of the receipts of which consist or will consist of amounts (transferred from the general fund of the Treasury) equivalent to amounts of taxes (related to the purposes for which such outlays are or will be made) received in the Treasury under specified provisions of the Internal Revenue Code of 1954.

(2) Subsection (a) and (b) shall not apply to new spending authority which is an amendment to or extension of the State and Local Fiscal Assistance Act of 1972, or a continuation of the program of fiscal assistance to State and local governments provided by that Act, to the extent so provided in the bill or resolution providing such authority.

(3) Subsection (a) and (b) shall not apply to new spending authority to the extent that

(A) the outlays resulting therefrom are made by an organization which is (i) a mixed-ownership Government corporation (as defined in section 201 of the Government Corporation Control Act), or (ii) a wholly owned Government corporation (as defined in section 101 of such Act) which is specifically exempted by law from compliance with any or all of the provisions of that Act; or

(B) the outlays resulting therefrom consist exclusively of the proceeds of gifts or bequests made to the United States for a specific purpose.

* **(e) Estimates.--**

For purposes of this Act, estimates of new entitlement authority for a fiscal year shall be based on a cost estimate of changes from existing law at the time of adoption of a bill, resolution, amendment, or conference report providing entitlement authority.

*LEGISLATION PROVIDING NEW CREDIT AUTHORITY

* **Sec. 402. (a) Controls on Legislation Providing Credit Authority.--**

It shall not be in order in either the House of Representatives or the Senate to consider any bill, resolution or conference report which provides new credit authority described in

subsection (b)(1) (or any amendment which provides such new credit authority), unless that bill, resolution, conference report or amendment also provides that such new credit authority is to be effective for any fiscal year only to such extent or in such amounts as are provided in appropriation Acts.

* **(b) Definitions.--**

(1) For purposes of this Act, the term 'new credit authority' means credit authority not provided by law on the effective date of this section, including any increase in or addition to credit authority provided by law on such date.

(2) For purposes of this Act, the term 'credit authority' means authority (whether temporary or permanent) to incur direct loan obligations or to incur primary loan guarantee commitments.

ANALYSIS BY CONGRESSIONAL BUDGET OFFICE

Sec. 403. (a) The Director of the Congressional Budget Office shall, to the extent practicable, prepare for each bill or resolution of a public character reported by any committee of the House of Representatives or the Senate (except the Committee on Appropriations of each House), and submit to such committee--

(1) an estimate of the costs which would be incurred in carrying out such bill or resolution in the fiscal year in which it is to become effective and in each of the 4 fiscal years following such fiscal year, together with the basis for each such estimate;

(2) an estimate of the cost which would be incurred by State and local governments in carrying out or complying with any significant bill or resolution in the fiscal year in which it is to become effective and in each of the four fiscal years following such fiscal year, together with the basis for each such estimate;

(3) a comparison of the estimates of costs described in paragraphs (1) and (2), with any available estimates of costs made by such committee or by any Federal agency; and

* (4) a description of each method for establishing a Federal financial committment contained in such bill or resolution.

The estimates, comparisions and descriptions so submitted shall be included in the report accompanying such bill or resolution if timely submitted to such committee before such report is filed.

(b) For purposes of subsection (a)(2), the term "local government" has the same meaning as in section 103 of the Intergovernmental Cooperation Act of 1968.

(c) For purposes of subsection (a)(2), the term "significant bill or resolution" is defined as any bill or resolution which in the judgement of the Director of the Congressional Budget Office is likely to result in an annual cost to State and local governments of $200,000,000 or more, or is likely to have exceptional fiscal consequences for a geographic region or a particular level of government.

JURISDICTION OF APPROPRIATIONS COMMITTEES

Sec.404. (a) Amendment of House Rules.--

Clause 2 0f Rules XI of the the Rules of the House of Representatives is amended by redesignating paragraph (b) as paragraph (e) and by inserting after paragraph (a) the following new paragraphs:

"(b) Rescission of appropriations contained in appropriation Acts (referred to in section 105 of title I, United States Code).

"(c) The amount of new spending authority described in section 401(c)(2) (A) and (B) of the Congressional Budget Act of 1974 which is to be effective for a fiscal year."

[Section 308 of the discussion draft makes other changes, relating to rescissions and transfers in appropriations bills, in the jurisdiction of the Appropriations Committees.]

(b) Amendment of Senate Rules.--

Subparagraph (c) of paragraph 1 of Rule XXV of the Standing Rules of the Senate is amended to read as follows:

"(c) Committee on Appropriations, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:

"1. Except as provided in subparagraph (r), appropriation of the revenue for the support of the Government.

"2. Rescission of appropriations contained in appropriation Acts (referred to in section 105 of title I, United States Code).

"3. The amount of new spending authority described in section 401(c)(2) (A) and (B) of the Congressional Budget Act of 1974 provided in bills and resolutions referred to the committee under section 401(b)(2) of that Act (but subject to the provisions of section 401(b)(2) of that Act (but subject to the provisions of section 401(b)(3) of that Act).

"4. New advance spending authority described in section 401(c)(2)(C) of the Congressional Budget Act of 1974 provided in bills and resolutions referred to the committee under section 401(b)(2) of that Act (but subject to the provisions of section 401(b)(3) of that Act)."

* STUDY BY THE GENERAL ACCOUNTING OFFICE OF FORMS OF FEDERAL FINANCIAL COMMITTMENT THAT ARE NOT REVIEWED ANNUALLY BY CONGRESS

* **SEC. 405.** The General Accounting Office shall study those provisions of law which provide spending authority as described by section 401(c)(2), and reprot to the Congress its recommendations for the appropriate form of financing for activities and programs financed by such provisions not later than eighteen months after the effective date of this section. Such report shall be revised from time to time.

* **OFF-BUDGET AGENCIES, PROGRAMS AND ACTIVITIES**

* **SEC. 406 (a)** Notwithstanding any other provision of law, budget authority, credit authority, and estimates of outlays and receipts for all activities of the Federal Financing Bank, the Rural Electrification Administration and Rural Telephone Bank, the Strategic Petroleum Reserve Account, the United States Synthetic Fuels Corporation,, the United States Railway Association, the Federal Old-Age and Survivors Insurance Trust Fund, the Federal Disability Insurance Trust Fund, and the Health Insurance Trust Fund shall be included in the budget submitted pursuant to section 1105 of title 31, United States Code, and in the concurrent resolution on the budget reported pursuant to section 301 of the Congressional Budget Acvt of 1974 and shall be considered, for purposes of such Act, budget authority, outlays, and spending authority in accordance with definitions set forth in such Act.

* (b) All receipts and disbursements of the Federal Financing Bank with respect to any obligations which are issued, sold, or guaranteed by a Federal agency for purposes of section 1105 of title 31, United States Code, and for purposes of the Congressional Budget Act of 1974. Amounts of loans guaranteed by a Federal agency which are financed by the Bank shall be included as outlays of such agency.

* (c) If any committee reports any bill or resolution containing a provision or provisions having the effect of exempting any department, agency, program or activity of the United States Government from the provisions of section 1105 of title 31, United States Code, or the provisions of the Congressional Budget Act of 1974, such bill or resolution shall be referred to the Committee on Government Operations, and the Committee on Government Operations shall have the jurisdiction to report any bill or resolution referred to it under this section with an amendment or amendments, which change or strike out such provision or provisions.

* **MEMBER USER GROUP**

* **SEC. 407.** The Speaker of the House of Representatives, after consulting with the Minority Leader of such House, shall appoint a Member User Group,for the purpose of reviewing budgetary scorekeeping rules and practices of the House and advising the Speaker from time to time on the effect and impact of such rules and practices.

[DISCUSSION DRAFT]
January 20, 1984

98TH CONGRESS
2D SESSION

H. R. _____

IN THE HOUSE OF REPRESENTATIVES

Mr. BEILENSON introduced the following bill; which was referred to the Committee on _____

A BILL

To amend the Congressional Budget Act of 1974 to improve the congressional budget process, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

That this Act may be cited as the ''_____'

TITLE I--CONGRESSIONAL BUDGET PROCESS

SEC. 101. Title III of the Congressional Budget Act of 1974 is amended to read as follows:

''TITLE III--CONGRESSIONAL BUDGET PROCESS

''TIMETABLE

''SEC. 300. The timetable with respect to the congressional budget process for any fiscal year is as follows:

''On or before:	Action to be completed:
First Monday after January 3	President submits his budget.
February 15	Congressional Budget Office submits report to Budget Committees.
February 25	Committees submit views and estimates to Budget Committees.
April 15	Congress completes action on concurrent resolution on the budget.
June 10	House Appropriations Committee reports last regular appropriation bill.
June 30	House completes action on regular appropriation bills and reconciliation legislation.
August 15	Senate completes action on regular appropriation bills and reconciliation legislation.
October 1	Fiscal year begins.

''ANNUAL ADOPTION OF CONCURRENT RESOLUTION ON THE BUDGET

''SEC. 301. (a) CONTENT OF CONCURRENT RESOLUTION ON THE BUDGET.--On or before April 15 of each year, the Congress shall complete action on a concurrent resolution on the budget for the fiscal year beginning on October 1 of such year. The concurrent resolution shall set forth appropriate levels for the fiscal year beginning on October 1 of such year, and planning levels for each of the two ensuing fiscal years, for the following--

''(1) totals of new budget authority, budget outlays, spending authority as described by section 401(c)(2)(C), direct loan obligations, and primary loan guarantee commitments;

''(2) total Federal revenues and the amount, if any, by which the aggregate level of Federal revenues should be increased or decreased by bills and resolutions to be reported by the appropriate committees; and the amount, if any, by which the aggregate level of tax expenditures should be increased or decreased by bills and resolutions to be reported by the appropriate committees;

''(3) the surplus or the deficit in the budget;

''(4) new budget authority, budget outlays, spending authority as described by section 401(c)(2)(C), direct

loan obligations, and primary loan guarantee commitments for each major functional category, based on allocations of the total levels set forth pursuant to paragraph (1); and

''(5) the public debt.

''(b) ADDITIONAL MATTERS IN CONCURRENT RESOLUTION.--The concurrent resolution on the budget may--

''(1) set forth, if required by subsection (f), the calendar year in which, in the opinion of the Congress, the goals for reducing unemployment set forth in section 4(b) of the Employment Act of 1946 should be achieved;

''(2) include the reconciliation directives described in section 310; and

''(3) set forth such other matters, and require such other procedures, relating to the budget as may be appropriate to carry out the purposes of this Act.

''(c) CONSIDERATION OF PROCEDURES OR MATTERS WHICH HAVE THE EFFECT OF CHANGING ANY RULE OF THE HOUSE OF REPRESENTATIVES.--If the Committee on the Budget of the House of Representatives reports any concurrent resolution on the budget which includes any procedure or matter under subsection (b)(3) which has the effect of changing any rule of the House of Representatives, such concurrent resolution shall then be referred to the Committee on Rules with instructions to report it within five calendar days (not

counting any day on which the House is not in session). The Committee on Rules shall have the jurisdiction to report any concurrent resolution referred to it under this paragraph with an amendment or amendments which change or strike out any such procedure or matter.

''(d) VIEWS AND ESTIMATES OF OTHER COMMITTEES.--On or before February 25 of each year, each standing committee of the House of Representatives shall submit to the Committee on the Budget of the House and each standing committee of the Senate shall submit to the Committee on the Budget of the Senate--

''(1) its views and estimates (as determined by the committee making such submission) with respect to all matters set forth in subsections (a) and (b) which relate to matters within the jurisdiction or functions of such committee; and

''(2) estimates of the total amount of new budget authority, new credit authority, new spending authority as described by section 401(c)(2)(C), the total amount of outlays resulting from such authorities, and estimates of changes in revenues and tax expenditures to be provided by all bills and resolutions within the jurisdiction of such committee, which such committee intends to be effective during the fiscal year beginning on October 1 of such year.

The Joint Economic Committee shall submit to the Committees on the Budget of both Houses its recommendations as to the fiscal policy appropriate to the goals of the Employment Act of 1946. Any other committee of the House or Senate may submit to the Committee on the Budget of its House, and any joint committee of the Congress may submit to the Committees on the Budget of both Houses, its views and estimates with respect to all matters set forth in subsections (a) and (b) which relate to matters within its jurisdiction or functions.

''(e) HEARINGS AND REPORT.--In developing the concurrent resolution on the budget referred to in subsection (a) for each fiscal year, the Committee on the Budget of each House shall hold hearings and shall receive testimony from Members of Congress and such appropriate representatives of Federal departments and agencies, the general public, and national organizations as the committee deems desirable. Each of the recommendations as to short-term and medium-term goals set forth in the report submitted by the members of the Joint Economic Committee under subsection (d) may be considered by the Committee on the Budget of each House as part of its consideration of such concurrent resolution, and its report may reflect its views thereon, and on how the estimates of revenues and levels of budget authority and outlays set forth in such concurrent resolution are designed to achieve

any goals it is recommending. The report accompanying such concurrent resolution shall include, but not be limited to--

''(1) a comparison of revenues estimated by the committee with those estimated in the budget submitted by the President;

''(2) a comparison of the appropriate levels of total budget outlays and total new budget authority, total credit authority, and total spending authority as described by section 401(c)(2)(C), as set forth in such concurrent resolution, with those estimated and requested in the budget submitted by the President;

''(3) with respect to each major functional category, an estimate of budget outlays and an appropriate level of new budget authority for all proposed programs and for all existing programs (including renewals thereof), with the estimate and level for existing programs being divided between permanent authority and funds provided in appropriation Acts, and each such division being subdivided between controllable amounts and all other amounts;

''(4) an allocation of the level of Federal revenues recommended in the concurrent resolution among the major sources of such revenues;

''(5) the economic assumptions and objectives which underlie each of the matters set forth in such

concurrent resolution and alternative economic assumptions and objectives which the committee considered;

''(6) projections, not limited to the following, for the period of five fiscal years beginning with such fiscal year of the estimated levels of total budget outlays, total new budget authority, the estimated revenues to be received, and the estimated surplus or deficit, if any, for each fiscal year in such period, and the estimated levels of tax expenditures (the tax expenditures budget) by major functional categories;

''(7) a statement of any significant changes in the proposed levels of Federal assistance to State and local governments;

''(8) a comparison of Federal priorities by functional category including budget authority and outlays, direct loan obligations and primary loan guarantee commitments, and tax expenditures; and

''(9) information, data, and comparisons indicating the manner in which, and the basis on which, the committee determined each of the matters set forth in the concurrent resolution.

''(f) ACHIEVEMENT OF GOALS FOR REDUCING UNEMPLOYMENT.--

''(1) If, pursuant to section 4(c) of the Employment Act of 1946, the President recommends in the Economic

Report that the goals for reducing unemployment set forth in section 4(b) of such Act be achieved in a year after the close of the five-year period prescribed by such subsection, the concurrent resolution on the budget for the fiscal year beginning after the date on which such Economic Report is received by the Congress may set forth the year in which, in the opinion of the Congress, such goals can be achieved.

''(2) After the Congress has expressed its opinion pursuant to paragraph (1) as to the year in which the goals for reducing unemployment set forth in section 4(b) of the Employment Act of 1946, can be achieved, if, pursuant to section 4(e) of such Act, the President recommends in the Economic Report that such goals be achieved in a year which is different from the year in which the Congress has expressed its opinion that such goals should be achieved, either in its action pursuant to paragraph (1) or in its most recent action pursuant to this paragraph, the concurrent resolution on the budget for the fiscal year beginning after the date on which such Economic Report is received by the Congress may set forth the year in which, in the opinion of the Congress, such goals can be achieved.

''(3) It shall be in order to amend the provision of such resolution setting forth such year only if the

amendment thereto also proposes to alter the estimates, amounts, and levels (as described in subsection (a)) set forth in such resolution in germane fashion in order to be consistent with the economic goals (as described in sections 3(a)(2) and 4(b) of the Employment Act of 1946) which such amendment proposes can be achieved by the year specified in such amendment.

''(g) COMMON ECONOMIC ASSUMPTIONS.--The joint explanatory statement accompanying a conference report on a concurrent resolution on the budget shall set forth the common economic assumptions upon which such joint statement and conference report are based.

''COMMITTEE ALLOCATIONS

''SEC. 302. (a) ALLOCATION FOR DISCRETIONARY ACTION.--For purposes of controlling congressional action as described by sections 311 and 312, the report accompanying a concurrent resolution on the budget for a fiscal year and the joint explanatory statement accompanying a conference report on a concurrent resolution on the budget for a fiscal year shall include an allocation for discretionary action for such fiscal year or for the total for such fiscal year and each of the two ensuing years, based upon such concurrent resolution as reported or as recommended in such conference report, of new budget authority (excluding such authority to cover spending authority as described by

section 401(c)(2)(C)), new spending authority as described in section 401(c)(2)(C), revenues, tax expenditures, and new direct loan obligations and new primary loan guarantee commitments to each committee of the House of Representatives and the Senate which has jurisdiction over bills and resolutions that would implement such action.

''(b) REPORTS BY COMMITTEES.--As soon as practicable after a conference report on a concurrent resolution on the budget is agreed to--

''(1) the Committee on Appropriations of each House shall, after consulting with the Committee on Appropriations of the other House, subdivide among its subcommittees the allocation for discretionary action allocated to it in the joint explanatory statement accompanying the conference report on such concurrent resolution; and

''(2) every other committee of the House and Senate to which an allocation for discretionary action was made in such joint explanatory statement shall (except in the case of allocations for revenues and tax expenditures), after consulting with the committee or committees of the other House to which all or part of its allocation was made, subdivide its allocation among its subcommittees or among programs over which it has jurisdiction.

Each such committee shall promptly report to its House the

subdivisions made by it pursuant to this subsection only if it is given a discretionary action allocation in the joint explanatory statement accompanying the conference report on such concurrent resolution.

''(c) LEGISLATION SUBJECT TO POINT OF ORDER.--It shall not be in order in the House of Representatives or the Senate to consider any bill, resolution, amendment, or conference report providing budget authority, spending authority as described in section 401(c)(2)(C), or credit authority within the jurisdiction of any committee until such committee reports to the House the subdivisions required by subsection (b) for the applicable year in connection with the most recently agreed to concurrent resolution on the budget.

''(d) SUBSEQUENT CONCURRENT RESOLUTIONS.--In the case of a concurrent resolution on the budget referred to in section 304, the allocations under subsection (a) and the subdivisions under subsection (b) shall be required only to the extent necessary to take into account revisions made in the most recently agreed to concurrent resolution on the budget.

''(e) DIVISION OF BUDGET TOTALS AMONG COMMITTEES.--For purposes of information, the report accompanying a concurrent resolution on the budget and the joint explanatory statement accompanying a conference report on a

concurrent resolution on the budget shall include an estimated division, based upon such concurrent resolution recommended in such report or in such conference report of the appropriate levels of total budget outlays, total new budget authority, and total credit authority among each committee of the House of Representatives and the Senate which has jurisdiction over such authorities.

''CONCURRENT RESOLUTION ON THE BUDGET MUST BE ADOPTED BEFORE LEGISLATION PROVIDING NEW BUDGET AUTHORITY, NEW SPENDING AUTHORITY, NEW CREDIT AUTHORITY OR CHANGES IN REVENUES OR THE PUBLIC DEBT LIMIT IS CONSIDERED

''SEC. 303. (a) IN GENERAL.--It shall not be in order in either the House of Representatives or the Senate to consider any bill or resolution (or amendment thereto) as reported to the House or Senate which provides--

''(1) new budget authority for a fiscal year;

''(2) an increase or decrease in revenues to become effective during a fiscal year;

''(3) an increase or decrease in the public debt limit to become effective during a fiscal year;

''(4) new spending authority described in section 401(c)(2)(C) to become effective during a fiscal year; or

''(5) new credit authority for a fiscal year;

until the concurrent resolution on the budget for such

fiscal year has been agreed to pursuant to section 301.

''(b) EXCEPTIONS.--Subsection (a) does not apply to any bill or resolution (or amendment thereto) which--

''(1) provides new budget authority which first becomes effective in the second fiscal year (or any fiscal year after the second fiscal year) following the fiscal year in which the bill or resolution (or amendment thereto) is to be considered by the House or Senate; or

''(2) provides for increases or decreases in revenues which first become effective in the second fiscal year (or any fiscal year after the second fiscal year) following the fiscal year in which the bill or resolution (or amendment thereto) is to be considered by the House or Senate.

''(c) WAIVER IN THE SENATE.--

''(1) The committee of the Senate which reports any bill or resolution (or amendment thereto) to which subsection (a) applies may at or after the time it reports such bill or resolution (or amendment thereto), report a resolution to the Senate (A) providing for the waiver of subsection (a) with respect to such bill or resolution (or amendment thereto), and (B) stating the reasons why the waiver is necessary. The resolution shall then be referred to the Committee on the Budget of

the Senate. That committee shall report the resolution to the Senate within 10 days after the resolution is referred to it (not counting any day on which the Senate is not in session) beginning with the day following the day on which it is so referred, accompanied by that committee's recommendations and reasons for such recommendations with respect to the resolution. If the committee does not report the resolution within such 10-day period, it shall automatically be discharged from further consideration of the resolution and the resolution shall be placed on the calendar.

''(2) During the consideration of any such resolution, debate shall be limited to one hour, to be equally divided between, and controlled by, the majority leader and minority leader or their designees, and the time on any debatable motion or appeal shall be limited to twenty minutes, to be equally divided between, and controlled by, the mover and the manager of the resolution. In the event the manager of the resolution is in favor of any such motion or appeal, the time in opposition thereto shall be controlled by the minority leader or his designee. Such leaders, or either of them, may, from the time under their control on the passage of such resolution, allot additional time to any Senator during the consideration of any debatable motion or

appeal. No amendment to the resolution is in order.

''(3) If, after the Committee on the Budget has reported (or been discharged from further consideration of) the resolution, the Senate agrees to the resolution, then subsection (a) shall not apply with respect to the bill or resolution (or amendment thereto) to which the resolution so agreed to applies.

''PERMISSIBLE REVISIONS OF CONCURRENT RESOLUTIONS ON THE BUDGET

''SEC. 304. (a) SUBSEQUENT CONCURRENT RESOLUTIONS.--At any time after the concurrent resolution on the budget for a fiscal year has been agreed to pursuant to section 301, and before the end of such fiscal year, the two Houses may adopt a concurrent resolution on the budget which revises the concurrent resolution on the budget for such fiscal year most recently agreed to.

''(b) REESTIMATES.--

''(1) From time to time, the Committees on the Budget of the two Houses shall confer on the need for technical reestimates (including reestimates due to changes in economic assumptions) to the most recently agreed to concurrent resolution on the budget. If such reestimates are deemed necessary, such committees shall reach agreement on how the figures in such concurrent resolution shall be adjusted to take into account such

reestimates, and by majority vote of each committee shall certify such adjustment of the concurrent resolution to their respective Houses. The Committees on the Budget of both Houses shall also submit reports to their respective Houses containing identical explanations of the nature of the reestimates.

''(2)(A) Upon the filing of a report pursuant to paragraph (1) by the Committee on the Budget of the House, the Clerk of the House shall make available at some convenient place for the signature of Members a petition of disapproval of the adjustment to the concurrent resolution on the budget certified pursuant to paragraph (1).

''(B) Upon the filing of a report pursuant to paragraph (1) by the Committee on the Budget of the Senate, the Secretary of the Senate shall make available at some convenient place for the signature of Senators a petition of disapproval of the adjustment to the concurrent resolution on the budget certified pursuant to paragraph (1).

''(C) Such adjustment shall take effect at the close of the fifteenth calendar day of continuous session of Congress after the report of the Committee on the Budget of the House has been available to Members of the House or after the report of the Committee on the Budget of

the Senate has been available to the Members of the Senate, whichever is later; unless, by that date, at least one-fourth of the Members of the House and at least one-fourth of the Members of the Senate have signed their respective petitions. The Clerk of the House shall promptly notify the Senate when at least one-fourth of the Members of the House have signed such a petition, and the Secretary of the Senate shall promptly notify the House when at least one-fourth of the Members of the Senate have signed such a petition.

''(D) In determining calendar days of continuous session of Congress for purposes of this paragraph, the days upon which either House is not in session because of an adjournment of more than 5 days to a day certain are excluded in the computation of the 15-calendar-day period involved, and the continuity of session is broken only by an adjournment of Congress sine die.

''PROVISIONS RELATING TO THE CONSIDERATION OF CONCURRENT RESOLUTIONS ON THE BUDGET

''SEC. 305. (a) PROCEDURE IN HOUSE OF REPRESENTATIVES AFTER REPORT OF COMMITTEE; DEBATE.--

''(1) When the Committee on the Budget of the House has reported any concurrent resolution on the budget, it is in order at any time after the fifth day (excluding Saturdays, Sundays, and legal holidays) following the

day on which the report upon such resolution by the Committee on the Budget has been available to Members of the House and, if applicable, after the first day (excluding Saturdays, Sundays, and legal holidays) following the day on which a report upon such resolution by the Committee on Rules pursuant to section 301(c) has been made available to Members of the House (even though a previous motion to the same effect has been disagreed to) to move to proceed to the consideration of the concurrent resolution. The motion is highly privileged and is not debatable. An amendment to the motion is not in order, and it is not in order to move to reconsider the vote by which the motion is agreed to or disagreed to.

''(2) General debate on any concurrent resolution on the budget in the House of Representatives shall be limited to not more than 10 hours, which shall be divided equally between the majority and minority parties, plus such additional hours of debate as are consumed pursuant to paragraph (3). A motion further to limit debate is not debatable. A motion to recommit the concurrent resolution is not in order, and it is not in order to move to reconsider the vote by which the concurrent resolution is agreed to or disagreed to.

''(3) Following the presentation of opening

statements on the concurrent resolution on the budget for a fiscal year by the chairman and ranking minority member of the Committee on the Budget of the House, there shall be a period of up to four hours for debate on economic goals and policies.

''(4) Only if a concurrent resolution on the budget reported by the Committee on the Budget of the House sets forth the economic goals (as described in sections 3(a)(2) and 4(b) of the Full Employment Act of 1946) which the estimates, amounts, and levels (as described in section 301(a)) set forth in such resolution are designed to achieve, shall it be in order to offer to such resolution an amendment relating to such goals, and such amendment shall be in order only if it also proposes to alter such estimates, amounts, and levels in germane fashion in order to be consistent with the goals proposed in such amendment.

''(5) Consideration of any concurrent resolution on the budget by the House of Representatives shall be in the Committee of the Whole, and the resolution shall be considered for amendment under the five-minute rule in accordance with the applicable provisions of rule XXIII of the Rules of the House of Representatives. After the Committee rises and reports the resolution back to the House, the previous question shall be considered as

ordered on the resolution and any amendments thereto to final passage without intervening motion; except that it shall be in order at any time prior to final passage (notwithstanding any other rule or provision of law) to adopt an amendment (or a series of amendments) changing any figure or figures in the resolution as so reported to the extent necessary to achieve mathematical consistency.

''(6) Debate in the House of Represenatives on the conference report on any concurrent resolution on the budget shall be limited to not more than 5 hours, which shall be divided equally between the majority and minority parties. A motion further to limit debate is not debatable. A motion to recommit the conference report is not in order, and it is not in order to move to reconsider the vote by which the conference report is agreed to or disagreed to.

''(7) Appeals from decisions of the Chair relating to the application of the Rules of the House of Representatives to the procedure relating to any concurrent resolution on the budget shall be decided without debate.

''(b) PROCEDURE IN SENATE AFTER REPORT OF COMMITTEE; DEBATE; AMENDMENTS.--

''(1) Debate in the Senate on any concurrent

resolution on the budget, and all amendments thereto and debatable motions and appeals in connection therewith, shall be limited to not more than 50 hours, except that with respect to any concurrent resolution referred to in section 304(a), all such debate shall be limited to not more than 15 hours. The time shall be equally divided between, and controlled by, the majority leader and the minority leader or their designees.

''(2) Debate in the Senate on any amendment to a concurrent resolution on the budget shall be limited to 2 hours, to be equally divided between, and controlled by, the mover and the manager of the concurrent resolution, and debate on any amendment to an amendment, debatable motion, or appeal shall be limited to 1 hour, to be equally divided between, and controlled by, the mover and the manager of the concurrent resolution, except that in the event the manager of the concurrent resolution is in favor of any such amendment, motion, or appeal, the time in opposition thereto shall be controlled by the minority leader or his designee. No amendment that is not germane to the provisions of such concurrent resolution shall be received. Such leaders, or either of them, may, from the time under their control on the passage of the concurrent resolution, allot additional time to any Senator during the

consideration of any amendment, debatable motion, or appeal.

''(3) Following the presentation of opening statements on the concurrent resolution on the budget for a fiscal year by the chairman and ranking minority member of the Committee on the Budget of the Senate, there shall be a period of up to four hours for debate on economic goals and policies.

''(4) Only if a concurrent resolution on the budget reported by the Committee on the Budget of the Senate sets forth the economic goals (as described in sections 3(a)(2) and 4(b) of the Employment Act of 1946), which the estimates, amounts, and levels (as described in section 301(a)) set forth in such resolution are designed to achieve, shall it be in order to offer to such resolution an amendment relating to such goals, and such amendment shall be in order only if it also proposes to alter such estimates, amounts, and levels in germane fashion in order to be consistent with the goals proposed in such amendment.

''(5) A motion to further limit debate is not debatable. A motion to recommit (except a motion to recommit with instructions to report back within a specified number of days, not to exceed 3, not counting any day on which the Senate is not in session) is not in

order. Debate on any such motion to recommit shall be limited to 1 hour, to be equally divided between, and controlled by, the mover and the manager of the concurrent resolution.

''(6) Notwithstanding any other rule, an amendment or series of amendments to a concurrent resolution on the budget proposed in the Senate shall always be in order if such amendment or series of amendments proposes to change any figure or figures then contained in such concurrent resolution so as to make such concurrent resolution mathematically consistent or so as to maintain such consistency.

''(c) CONSIDERATION OF PROCEDURES OR MATTERS WHICH HAVE THE EFFECT OF CHANGING ANY RULE OF THE HOUSE OF REPRESENTATIVES.--

''(1)(A) With respect to any report of a committee of conference on a concurrent resolution on the budget called up before the House containing any procedure or matter under section 301(b)(3) which has the effect of changing any rule of the House of Representatives and which was not included in the measure as passed by the House, it shall be in order, at any time after the reading of the report has been completed or dispensed with and before the reading of the statement, or immediately upon consideration of a conference report if

clause 2(c) of Rule XXVIII of the Rules of the House of Representatives applies, to offer a motion, which is of high privilege, that the House reject such procedure or matter. It shall be in order to debate such motion for forty minutes, one-half of such time to be given to debate in favor of, and one-half in opposition to, the motion.

''(B) Notwithstanding the final disposition of any motion made under this paragraph, it shall be in order to offer further motions to reject with respect to other procedures or matters in the report of the committee of conference not covered by any previous motion to reject.

''(C) If any such motion to reject has been adopted, after final disposition of all such motions under the preceding provisions of this paragraph, and after final disposition of all points of order and motions to reject under clause 4 of Rule XXVIII of the Rules of the House of Representatives, the conference report shall be considered as rejected and the question then pending before the House shall be--

''(i) whether to recede and concur in the Senate amendment with an amendment which shall consist of that portion of the conference report not rejected; or

''(ii) whether to insist further on the House

amendment.

If all such motions to reject are defeated, then, after the allocation of time for debate on the conference report as provided in clause 2(a) of Rule XXVIII of the Rules of the House of Representatives, it shall be in order to move the previous question on the adoption of the conference report.

''(2)(A) With respect to any amendment (including an amendment in the nature of a substitute) which--

''(i) is proposed by the Senate to any concurrent resolution on the budget and thereafter--

''(I) is reported in disagreement between the two Houses by a committee of conference; or

''(II) is before the House, the stage of disagreement having been reached; and

''(ii) contains any procedure or matter under section 301(b)(3) which has the effect of changing any rule of the House of Representatives and which was not included in the measure as passed the House;

it shall be in order, immediately after a motion is offered that the House recede from its disagreement to such amendment proposed by the Senate and concur therein and before debate is commenced on such motion, to offer a motion, which is of high privilege, that the House reject the procedure or matter. It shall be in order to

debate such motion for forty minutes, one-half of such time to be given to debate in favor of, and one-half in opposition to, the motion.

''(B) Notwithstanding the final disposition of any motion made under subparagraph (A), it shall be in order to offer further such motions with respect to other procedures or matters in the amendment proposed by the Senate not covered by any previous motion to reject.

''(C) If any such motion to reject has been adopted, after final disposition of all motions to reject under the preceding provisions of this paragraph, and after final disposition of all points of order and motions to reject under clause 5 of Rule XXVIII of the Rules of the House of Representatives, the motion to recede and concur shall be considered as rejected, and further motions--

''(i) to recede and concur in the Senate amendment with an amendment, where appropriate (but the offering of which is not in order unless copies of the language of the Senate amendment, as proposed to be amended by such motion, are then available on the floor when such motion is offered and is under consideration);

''(ii) to insist upon disagreement to the Senate amendment and request a further conference with the

Senate; and

''(iii) to insist upon disagreement to the Senate amendment;

shall remain of high privilege for consideration by the House. If all such motions to reject are defeated, then, after the allocation of time for debate on the motion to recede and concur as provided in clause 2(b) of Rule XXVIII of the Rules of the House of Representatives, it shall be in order to move the previous question on such motion.

''(D)(i) With respect to any such amendment proposed by the Senate as described in subparagraph (A)(i) of this paragraph, it shall not be in order to offer any motion that the House recede from its disagreement to such Senate amendment and concur therein with an amendment, unless copies of the language of the Senate amendment, as proposed to be amended by such motion, are then available on the floor when such motion is offered and is under consideration.

''(ii) Immediately after any such motion is offered and is in order and before debate is commenced on such motion, it shall be in order to offer a motion, which is of high privilege, that the House reject any procedure or matter under section 301(b)(3) which has the effect of changing any rule of the House of Representatives

which is contained in the Senate amendment as proposed to be amended by such motion or which is contained in the proposed amendment to the Senate amendment, and which was not included in the concurrent resolution on the budget as passed by the House. It shall be in order to debate such motion for forty minutes, one-half of such time to be given to debate in favor of, and one-half in opposition to, the motion.

''(iii) Notwithstanding the final disposition of any motion under clause (ii), it shall be in order to make further such motions with respect to other procedures or matters in the language of the Senate amendment, as proposed to be amended by the motion, or in the proposed amendment to the Senate amendment, not covered by any previous motion to reject.

''(E) If any such motion to reject has been adopted, after final disposition of all motions to reject under the preceding provisions of this paragraph, and after final disposition of all points of order and motions to reject under clause 5 of Rule XXVIII of the Rules of the House of Representatives, the motion to recede and concur in the Senate amendment with an amendment shall be considered as rejected, and further motions--

''(i) to recede and concur in the Senate amendment with an amendment, where appropriate (but

the offering of which is not in order unless copies of the language of the Senate amendment, as proposed to be amended by such motion, are then available on the floor when such motion is offered and is under consideration);

''(ii) to insist upon disagreement to the Senate amendment and request a further conference with the Senate; and

''(iii) to insist upon disagreement to the Senate amendment;

shall remain of high privilege for consideration by the House. If all such motions to reject are defeated, then, after the allocation of time for debate on the motion to recede and concur in the Senate amendment with an amendment as provided in clause 2(b) of Rule XXVIII of the Rules of the House of Representatives, it shall be in order to move the previous question on such motion.

''(F) If, on a division of a motion that the House recede and concur, with or without amendment, from its disagreement to any such Senate amendment as described in subparagraph (A) of this paragraph, the House agrees to recede, then, before debate is commenced on concurring in such Senate amendment, or on concurring therein with an amendment, it shall be in order to make motions to reject with respect to such Senate amendment

in accordance with applicable provisions of this clause and to effect final determination of these matters in accordance with such provisions.

''(d) ACTION ON CONFERENCE REPORTS IN THE SENATE.--

''(1) The conference report on any concurrent resolution on the budget shall be in order in the Senate at any time after the third day (excluding Saturdays, Sundays, and legal holidays) following the day on which such a conference report is reported and is available to Members of the Senate. A motion to proceed to the consideration of the conference report may be made even though a previous motion to the same effect has been disagreed to.

''(2) During the consideration in the Senate of the conference report on any concurrent resolution on the budget, debate shall be limited to 10 hours, to be equally divided between them, and controlled by, the majority leader and minority leader or their designees. Debate on any debatable motion or appeal related to the conference report shall be limited to 1 hour, to be equally divided between, and controlled by, the mover and the manager of the conference report.

''(3) Should the conference report be defeated, debate on any request for a new conference and the appointment of conferees shall be limited to 1 hour, to

be equally divided between, and controlled by, the manager of the conference report and the minority leader or his designee, and should any motion be made to instruct the conferees before the conferees are named, debate on such motion shall be limited to one-half hour, to be equally divided between, and controlled by, the mover and the manager of the conference report. Debate on any amendment to any such instructions shall be limited to 20 minutes, to be equally divided between and controlled by the mover and the manager of the conference report. In all cases when the manager of the conference report is in favor of any motion, appeal, or amendment, the time in opposition shall be under the control of the minority leader or his designee.

''(4) In any case in which there are amendments in disagreement, time on each amendment shall be limited to 30 minutes, to be equally divided between, and controlled by, the manager of the conference report and the minority leader or his designee. No amendment that is not germane to the provisions of such amendments shall be received.

''(e) REQUIRED ACTION BY CONFERENCE COMMITTEE.--If at the end of 7 days (excluding Saturdays, Sundays, and legal holidays) after the conferees of both Houses have been appointed to a committee of conference on a concurrent

resolution on the budget, the conferees are unable to reach agreement with respect to all matters in disagreement between the two Houses, then the conferees shall submit to their respective Houses, on the first day thereafter on which their House is in session--

''(1) a conference report recommending those matters on which they have agreed and reporting in disagreement those matters on which they have not agreed; or

''(2) a conference report in disagreement, if the matter in disagreement is an amendment which strikes out the entire text of the concurrent resolution and inserts a substitute text.

''(f) CONCURRENT RESOLUTION MUST BE CONSISTENT IN THE SENATE.--It shall not be in order in the Senate to vote on the question of agreeing to--

''(1) a concurrent resolution on the budget unless the figures then contained in such resolution are mathematically consistent; or

''(2) a conference report on a concurrent resolution on the budget unless the figures contained in such resolution, as recommended in such conference report, are mathematically consistent.

''LEGISLATION DEALING WITH CONGRESSIONAL BUDGET MUST BE HANDLED BY BUDGET COMMITTEES

''SEC. 306. No bill or resolution, and no amendment to

any bill or resolution, dealing with any matter which is within the jurisdiction of the Committee on the Budget of either House shall be considered in that House unless it is a bill or resolution which has been reported by the Committee on the Budget of that House (or from the consideration of which such committee has been discharged) or unless it is an amendment to such a bill or resolution.

''HOUSE COMMITTEE ACTION ON ALL APPROPRIATION BILLS TO BE COMPLETED BY JUNE 10

''SEC. 307. On or before June 10 of each year, the Committee on Appropriations of the House of Representatives shall report bills and resolutions providing new budget authority covering the jurisdiction of all of its subcommittees for the fiscal year which begins on October 1 of that year.

''REPORTS, SUMMARIES, AND PROJECTIONS OF CONGRESSIONAL BUDGET ACTIONS

''SEC. 308. (a) REPORTS ON LEGISLATION PROVIDING NEW BUDGET AUTHORITY, NEW SPENDING AUTHORITY, NEW CREDIT AUTHORITY, OR PROVIDING AN INCREASE OR DECREASE IN REVENUES OR TAX EXPENDITURES.--Whenever a conference report is filed in either House or a committee of either House reports a bill or resolution to its House, and such conference report or amendment reported in disagreement or an amendment to be proposed by the conferees in the case of technical

disagreement on such bill or resolution, or committee amendment thereto, provides new budget authority (other than continuing appropriations), new spending authority described in section 401(c)(2), new credit authority, or providing an increase or decrease in revenues or tax expenditures for a fiscal year, the joint explanatory statement accompanying the conference report or the report accompanying that bill or resolution shall contain a statement, or the committee shall make available such a statement in the case of an approved committee amendment, which is not reported to its House prepared after consultation with the Director of the Congressional Budget Office--

''(1) comparing the discretionary action levels in any such measure to the allocations for discretionary action in the reports submitted under section 302 for the most recently agreed to concurrent resolution on the budget for such fiscal year;

''(2) setting forth outlays estimated to result from any such measure.

''(3) including an identification of any new spending authority described in section 401(c)(2) or authorization of new credit authority which is contained in any such measure and a justification for the use of such financing method instead of annual appropriations;

''(4) containing a projection by the Congressional

Budget Office of how any such measure will affect the levels of such spending authority, revenues, tax expenditures, or credit authority under existing law for such fiscal year and each of the four ensuing fiscal years; and

''(5) setting forth the level of new budget authority for assistance to State and local governments provided by any such measure.

''(b) UP-TO-DATE TABULATIONS OF CONGRESSIONAL BUDGET ACTIONS.--The Director of the Congressional Budget Office shall issue to the committees of the House and the Senate monthly reports detailing and tabulating the progress of congressional action on bills and resolutions providing new budget authority, new spending authority described in section 401(c)(2)(C), new credit authority, or providing an increase or decrease in revenues or tax expenditures for a fiscal year. Such reports shall include, but are not limited to--

''(1) an up-to-date tabulation comparing the appropriate aggregate and functional levels included in the most recently adopted concurrent resolution on the budget with levels provided in bills and resolutions reported by committees or adopted by either House or by the Congress; and

''(2) an up-to-date tabulation comparing levels of

discretionary action for a fiscal year in bills and resolutions reported by committees or adopted by either House or by the Congress with allocations for discretionary action in reports submitted under section 302.

''(c) FIVE-YEAR PROJECTION OF CONGRESSIONAL BUDGET ACTION.--As soon as practicable after the beginning of each fiscal year, the Director of the Congressional Budget Office shall issue a report projecting for the period of 5 fiscal years beginning with such fiscal year--

''(1) total new budget authority and total budget outlays for each fiscal year in such period;

''(2) revenues to be received and the major sources thereof, and the surplus or deficit, if any, for each fiscal year in such period;

''(3) tax expenditures for each fiscal year in such period;

''(4) spending authority as described by section 401(c)(2)(C) for each fiscal year in such period; and

''(5) credit authority for each fiscal year in such period.

''APPROVAL OF REGULAR APPROPRIATION BILLS

''SEC. 309. (a) APPROVAL BY THE HOUSE.--It shall not be in order in the House of Representatives to consider any resolution providing for an adjournment period of more than

three calendar days during the month of July until the House of Representatives has approved all bills and resolutions providing new budget authority covering the jurisdiction of all the subcommittees of the Committee on Appropriations for the fiscal year beginning on October 1 of such year, other than supplemental, deficiency, and continuing appropriation bills and resolutions.

''(b) APPROVAL BY THE SENATE.--Not later than August 15 of each year, the Senate shall approve all bills and resolutions providing new budget authority covering the jurisdiction of all the subcommittees of the Committee on Appropriations for the fiscal year beginning on October 1 of such year.

''RECONCILIATION

''SEC. 310. (a) INCLUSION OF RECONCILIATION DIRECTIVES IN CONCURRENT RESOLUTIONS ON THE BUDGET.--Any concurrent resolution on the budget may, to the extent necessary to effectuate the provisions and requirements of such resolution--

''(1) specify the total amount for such fiscal year or the total amount for such fiscal year and the two ensuing fiscal years by which--

''(A) budget authority;

''(B) spending authority described in section 401(c)(2);

''(C) credit authority;

''(D) revenues; or

''(E) tax expenditures;

provided by laws, bills, and resolutions within the jurisdiction of a committee is to be changed and direct that committee to recommend legislation to accomplish a change of such total amount; and

''(2) specify and direct any combination of the matters described in paragraph (1).

''(b) LEGISLATIVE PROCEDURE.--If a concurrent resolution is agreed to in accordance with subsection (a) containing directives to one or more committees to determine and recommend changes in laws, bills, or resolutions, and--

''(1) only one committee of the House or the Senate is directed to determine and recommend changes, that committee shall promptly make such determination and recommendations and report to its House reconciliation legislation containing such recommendations; or

''(2) more than one committee of the House or the Senate is directed to determine and recommend changes, each such committee so directed shall promptly make such determination and recommendations and submit such recommendations to the Committee on the Budget of its House, which, upon receiving all such recommendations, shall report to its House reconciliation legislation

carrying out all such recommendations without any substantive revision.

''(c) RECONCILIATION NOT APPLICABLE TO CHANGES IN AUTHORIZATION LEVELS.--It shall not be in order in the House of Representatives or Senate to consider any concurrent resolution on the budget or amendment thereto or conference report thereon which contains directions to one or more committees to change laws, bills, or resolutions to increase or decrease an authorization for enactment of budget authority within their jurisdictions for any fiscal year.

''(d) PROCEDURE IN THE HOUSE OF REPRESENTATIVES.--The Committee on Rules of the House of Representatives may make in order amendments to achieve changes specified by reconciliation directives contained in a concurrent resolution on the budget if a committee or committees of the House failed to submit recommended changes to its Committee on the Budget pursuant to its instruction.

''(e) PROCEDURE IN THE SENATE.--

''(1) Except as provided in paragraph (2), the provisions of section 305 for the consideration in the Senate of concurrent resolutions on the budget and conference reports thereon shall also apply to the consideration in the Senate of reconciliation bills reported under subsection (b) and conference reports thereon.

''(2) Debate in the Senate on any reconciliation bill reported under subsection (b), and all amendments thereto and debatable motions and appeals in connection therewith, shall be limited to not more than 20 hours.

''(f) COMPLETION OF RECONCILIATION PROCESS IN THE HOUSE OF REPRESENTATIVES AND IN THE SENATE.--

''(1) It shall not be in order in the House of Representatives to consider any resolution providing for an adjournment period for more than three calendar days during the month of July until the House of Representatives has completed action on the reconciliation legislation for the fiscal year beginning on October 1 of the calendar year to which the adjournment resolution pertains, if reconciliation legislation is required to be reported by the concurrent resolution on the budget for such fiscal year.

''(2) Not later than August 15 of each year, the Senate shall complete action on the reconciliation legislation for the fiscal year beginning on October 1 of such year, if reconciliation legislation is required to be reported by the concurrent resolution on the budget for such fiscal year.

''NEW BUDGET AUTHORITY, NEW SPENDING AUTHORITY, NEW CREDIT AUTHORITY, AND REVENUE LEGISLATION MUST BE WITHIN APPROPRIATE LEVELS

''SEC. 311. (a) LEGISLATION SUBJECT TO POINT OF ORDER.--Except as provided by subsection (b), after the Congress has completed action on a concurrent resolution on the budget for a fiscal year, it shall not be in order in either the House of Representatives or the Senate to consider any bill, resolution, or amendment providing new budget authority, new spending authority described in section 401(c)(2)(C), or new credit authority to become effective during such fiscal year, or reducing revenues for such fiscal year, or any conference report on any such bill or resolution, if--

''(1) the enactment of such bill or resolution as reported;

''(2) the adoption and enactment of such amendment; or

''(3) the enactment of such bill or resolution in the form recommended in such conference report;

would cause the appropriate level of total new budget authority, total budget outlays, total spending authority as described by section 401(c)(2)(C), total direct loan obligations, or primary loan guarantee commitments set forth in the most recently agreed to concurrent resolution on the budget for such fiscal year to be exceeded, or would cause revenues to be less than the appropriate level of total revenues set forth in such concurrent resolution.

''(b) EXCEPTION.--Subsection (a) shall not apply to bills, resolutions, or amendments within the jurisdiction of a committee, or any conference report on any such bill or resolution, if--

''(1) the enactment of such bill or resolution as reported;

''(2) the adoption and enactment of such amendment; or

''(3) the enactment of such bill or resolution in the form recommended in such conference report;

would not cause the allocation for discretionary action for such committee of new budget authority, new spending authority as described in section 401(c)(2)(C), or new direct loan obligations or new primary loan guarantee commitments made pursuant to section 302(a) for the fiscal year or for the total of such fiscal year and the two ensuing years to be exceeded, or would not cause revenues to be lower than the allocation of revenues made to such committee pursuant to section 302(a) for the fiscal year or for the total of such fiscal year and the two ensuing years.

''(c) DETERMINATION OF BUDGET LEVELS.--For purposes of this section, the levels of new budget authority, credit authority, budget outlays, spending authority as described by section 401(c)(2)(C), and revenues for a fiscal year shall be determined on the basis of estimates made by the

Committee on the Budget of the House of Representatives or of the Senate, as the case may be.

''COMMITTEE ALLOCATION CONTROLS

''SEC. 312. (a) LEGISLATION SUBJECT TO POINT OF ORDER.--After the Congress has completed action on a concurrent resolution on the budget for a fiscal year, it shall not be in order in either the House of Representatives or the Senate to consider any bill, resolution, or amendment providing new budget authority, new spending authority as described in section 401(c)(2)(C), or new credit authority to become effective during such fiscal year, increasing tax expenditures, or reducing revenues for such fiscal year or for a subsequent fiscal year, or any conference report on any such bill or resolution, if--

''(1) the enactment of such bill or resolution as reported;

''(2) the adoption and enactment of such amendment; or

''(3) the enactment of such bill or resolution in the form recommended in such conference report;

would cause an allocation for discretionary action to a committee made pursuant to section 302(a) for such fiscal year (or, if such allocation is for the total of such fiscal year and the two ensuing fiscal years, then the three-year total) of new budget authority, new spending authority as

described in section 401(c)(2)(C), new direct loan obligations and new primary loan guarantee commitments, tax expenditure increases, or revenue reductions to be exceeded.

''(b) DETERMINATION OF BUDGET LEVELS.--For purposes of this section, the levels of new budget authority, budget outlays, new spending authority as described in section 401(c)(2)(C), new credit authority, tax expenditures, and revenues for a fiscal year shall be determined on the basis of estimates made by the Committee on the Budget of the House of Representatives or of the Senate, as the case may be.''.

TITLE II--AMENDMENTS TO TITLE IV OF THE CONGRESSIONAL BUDGET ACT OF 1974

NEW SPENDING AUTHORITY

SEC. 201. (a) Subsection (a) of section 401 of the Congressional Budget Act of 1974 is amended by inserting ''CONTROLS ON'' before ''LEGISLATION'', by striking out ''or resolution'' and inserting in lieu thereof '', resolution, or conference report'' and by inserting ''conference report,'' after ''resolution'' the second time it appears therein.

(b) Subsection (b) of such section is amended to read as follows:

''(b) CONTROLS ON PROVISIONS OF LEGISLATION PROVIDING OTHER NEW SPENDING AUTHORITY.--No provision of any bill,

resolution, conference report, or amendment which provides new spending authority as described in subsection (c)(2)(D) or (E) shall be in order in the House of Representatives or the Senate, unless that bill, resolution, conference report, or amendment also provides that such new spending authority is to be effective for any fiscal year only to such extent or in such amounts as are provided in appropriation Acts.''.

(c) Paragraph (1) of subsection (c) of such section is amended by inserting before the period at the end thereof the following:

'', except for subparagraphs (D) and (E) of paragraph (2), for which 'new spending authority' for purposes of this section means spending authority not provided by law on the effective date of those subparagraphs, including any increase in or addition to spending authority provided by law on such date''.

(d) Paragraph (2) of subsection (c) of such section is amended by striking out ''and'' at the end of subparagraph (B), by striking out the period at the end of subparagraph (C) and inserting in lieu thereof a semicolon, and by inserting after subparagraph (C) the following new subparagraphs:

''(D) to forego collection of offsetting receipts, the budget authority for which is not provided in advance by appropriation Acts to offset

such foregone offsetting receipts; and

''(E) to make payments (including loans, grants, and payments from revolving funds) other than those covered by subparagraph (A), (B), (C), or (D), the budget authority for which is not provided in advance by appropriation Acts.''.

(e) Such section 401 is further amended by inserting at the end thereof the following new subsection:

''(e) ESTIMATES.--For purposes of this Act, estimates of new entitlement authority for a fiscal year shall be based on a cost estimate of changes from current law at the time of adoption of a bill, resolution, amendment, or conference report providing entitlement authority.''.

CREDIT AUTHORITY

SEC. 202. Section 402 of the Congressional Budget Act of 1974 is amended to read as follows:

''LEGISLATION PROVIDING NEW CREDIT AUTHORITY

''SEC. 402. (a) CONTROLS ON LEGISLATION PROVIDING NEW CREDIT AUTHORITY.--It shall not be in order in either the House of Representatives or the Senate to consider any bill, resolution, amendment, or conference report which provides new credit authority described in subsection (b)(1), unless that bill, resolution, conference report, or amendment also provides that such new credit authority is to be effective for any fiscal year only to such extent or in such amounts

as are provided in appropriation Acts.

''(b) DEFINITIONS.--

''(1) For purposes of this Act, the term 'new credit authority' means credit authority not provided by law on the effective date of this section, including any increase in or addition to credit authority provided by law on such date.

''(2) For purposes of this Act, the term 'credit authority' means authority to incur direct loan obligations or to incur primary loan guarantee commitments.''.

DESCRIPTION BY CONGRESSIONAL BUDGET OFFICE

SEC. 203. (a) Subsection (a) of section 403 of the Congressional Budget Act of 1974 is amended by striking out ''and'' at the end of paragraph (2), by striking out the period and inserting ''; and'' at the end of paragraph (3), and by inserting at the end thereof the following new paragraph:

''(4) a description of each method for establishing a Federal financial commitment contained in such bill or resolution.''.

(b) The second sentence of subsection (a) of such section is amended by striking out ''estimates and comparison'' and inserting in lieu thereof ''estimates, comparison, and description''.

GENERAL ACCOUNTING OFFICE STUDY

SEC. 204. Title IV of the Congressional Budget Act of 1974 is amended by inserting at the end thereof the following new sections:

''STUDY BY THE GENERAL ACCOUNTING OFFICE OF FORMS OF FEDERAL FINANCIAL COMMITMENT THAT ARE NOT REVIEWED ANNUALLY BY CONGRESS

''SEC. 405. The General Accounting Office shall study those provisions of law which provide spending authority as described by section 401(c)(2), and report to the Congress its recommendations for the appropriate form of financing for activities or programs financed by such provisions not later than eighteen months after the effective date of this section. Such report shall be revised from time to time.

''OFF-BUDGET AGENCIES, PROGRAMS AND ACTIVITIES

''SEC. 406. (a) Notwithstanding any other provision of law, budget authority, credit authority, and estimates of outlays and receipts for all activities of the Federal Financing Bank, the Rural Electrification Administration and Rural Telephone Bank, the Strategic Petroleum Reserve Account, the United States Synthetic Fuels Corporation, the United States Railway Association, the Federal Old-Age and Survivors Insurance Trust Fund, the Federal Disability Insurance Trust Fund, and the Health Insurance Trust Fund shall be included in a budget submitted pursuant to section

1105 of title 31, United States Code, and in a concurrent resolution on the budget reported pursuant to section 301 of the Congressional Budget Act of 1974 and shall be considered, for purposes of such Act, budget authority, outlays, and spending authority in accordance with definitions set forth in such Act.

''(b) All receipts and disbursements of the Federal Financing Bank with respect to any obligations which are issued, sold, or guaranteed by a Federal agency shall be treated as a means of financing such agency for purposes of section 1105 of title 31, United States Code, and for purposes of the Congressional Budget Act of 1974. Amounts of loans guaranteed by a Federal agency which are financed by the Bank shall be included as outlays of such agency.

''(c) If any committee reports any bill or resolution containing a provision or provisions having the effect of exempting any department, agency, program or activity of the United States Government from the provisions of section 1105 of title 31, United States Code, or the provisions of the Congressional Budget Act of 1974, such bill or resolution shall be referred to the Committee on Government Operations, and the Committee on Government Operations shall have the jurisdiction to report any bill or resolution referred to it under this section with an amendment or amendments, which change or strike out any such provision or

provisions.

''MEMBER USER GROUP

''SEC. 407. The Speaker of the House of Representatives, after consulting with the Minority Leader of such House, shall appoint a Member User Group for the purpose of reviewing budgetary scorekeeping rules and practices of the House and advising the Speaker from time to time on the effect and impact of such rules and practices.''.

TITLE III--ADDITIONAL PROVISIONS TO IMPROVE BUDGET PROCEDURES

DEFINITIONS

SEC. 301. (a) Paragraph (2) of section 3 of the Congressional Budget and Impoundment Control Act of 1974 is amended by inserting before the comma the following: ''or to make offsetting collections (or to affect their usage)''.

(b) Section 3 of the Congressional Budget and Impoundment Control Act of 1974 is amended by inserting at the end thereof the following:

''(6) The term 'allocation for discretionary action' means an amount for control of congressional action to increase or decrease levels under current law of budget authority (excluding such authority to cover spending authority as described by section 401(c)(2)(C)), direct loan obligations or primary loan guarantee commitments, spending authority as described by section 401(c)(2)(C),

revenues, and tax expenditures.

''(7) The term 'entitlement authority' means spending authority described by section 401(c)(2)(C).''.

CONGRESSIONAL BUDGET OFFICE

SEC. 302. (a) Paragraph (2) of section 201(a) of the Congressional Budget Act of 1974 is amended by striking out ''Committees on the Budget'' and inserting in lieu thereof ''committees''.

(b) Paragraph (1) of section 202(f) of the Congressional Budget Act of 1974 is amended by striking out ''April 1'' and inserting in lieu thereof ''February 15''.

(c) Subsection (f) of section 202 of the Congressional Budget Act of 1974 is amended by inserting at the end thereof the following new paragraphs:

''(3) On or before the first Monday after January 3 of each year, the Director shall submit to the Congress a report listing (A) all programs and activities funded during the fiscal year ending September 30 of that calendar year for which authorizations for appropriations have not been enacted for that fiscal year, and (B) all programs and activities for which authorizations for appropriations have been enacted for the fiscal year ending September 30 of that calendar year, but for which no authorizations for appropriations have been enacted for the fiscal year beginning October

1 1 of that calendar year.
2 ''(4) Baseline projections prepared pursuant to this
3 subsection of permanent authority, including but not
4 limited to revenues, tax expenditures, entitlements
5 (including appropriated entitlements), other mandatory
6 spending, and credit authority shall assume that current
7 laws continue unchanged, except for the extension of
8 temporary provisions for which continuation is routine.
9 Baseline projections of discretionary appropriations
10 shall assume a continuation of current year funding with
11 an adjustment for inflation.''.
12 (d) Section 202 of the Congressional Budget Act of 1974
13 is amended by inserting at the end thereof the following new
14 subsections:
15 ''(h) STUDIES.--The Director shall conduct continuing
16 studies to enhance comparisons of budget outlays, credit
17 authority, and tax expenditures.
18 ''(i) TAX EXPENDITURES INVENTORY.--On or before February
19 15 of each year, the Director shall submit to the Congress
20 an inventory of all provisions of law providing tax
21 expenditures and such inventory shall be regarded for
22 purposes of this Act as tax expenditures.''.
23 CURRENT SERVICES BUDGET
24 SEC. 303. The first sentence of section 605(a) of the
25 Congressional Budget Act of 1974 is amended by striking out

''On or before November 10 of each year (beginning with 1975)'' and inserting in lieu thereof the following: ''On or before the first Monday after January 3 of each year (beginning with 1985)''.

STUDY OF OFF-BUDGET AGENCIES

SEC. 304. Section 606 of the Congressional Budget Act of 1974 is repealed.

JURISDICTION OF COMMITTEE ON GOVERNMENT OPERATIONS

SEC. 305. Clause 1(j) of Rule X of the Rules of the House of Representatives is amended by inserting after item (5) the following new item:

''(6) Budgetary treatment of agencies or programs referred to the committee pursuant to section 406 of the Congressional Budget Act of 1974.''.

CONTINUING STUDY OF CONGRESSIONAL BUDGET PROCESS

SEC. 306. Clause 3 of Rule X of the Rules of the House of Representatives is amended by inserting at the end thereof the following:

''(i) The Committee on Rules shall have the function of reviewing and studying, on a continuing basis, the congressional budget process, and the committee shall, from time to time, report its findings and recommendations to the House.''.

EARLY ELECTION OF COMMITTEES OF THE HOUSE

SEC. 307. Clause 6(a)(1) of Rule X of the Rules of the

House of Representatives is amended by striking out ''at'' and by inserting in lieu thereof ''within the seventh calendar day beginning after''.

RESCISSIONS AND TRANSFERS IN APPROPRIATION BILLS

SEC. 308. (a) Clause 2(b) of Rule XXI of the Rules of the House of Representatives is amended by inserting before the period at the end thereof the following: '', and except rescissions of appropriations contained in appropriation Acts.''

(b) Clause 6 of Rule XXI of the Rules of the House of Representatives is amended by inserting before the period at the end thereof the following: '', and shall not apply to transfers of unexpended balances within the department or agency for which they were originally appropriated, reported by the Committee on Appropriations.''

LIMITATIONS ON USE OF SUSPENSIONS IN THE HOUSE

SEC. 309. Rule XXVII of the Rules of the House of Representatives is amended by inserting at the end thereof the following new clause:

''5. (a) It shall not be in order to consider under suspension any bill or resolution (or an amendment thereto) which--

''(1) provides new budget authority (as defined in section 3(2) of the Congressional Budget and Impoundment Control Act of 1974);

''(2) provides new credit authority described in section 402(b)(1) of such Act;

''(3) provides new spending authority described in section 401(c)(2)(C) of such Act; or

''(4) increases or decreases revenues or tax expenditures;

in an amount which is in excess of $10,000,000. For purposes of this clause, the levels of new budget authority, new credit authority, new spending authority, revenues, and tax expenditures shall be determined on the basis of estimates made by the Committee on the Budget.

''(b) It shall not be in order to consider under suspension any bill or resolution (or an amendment thereto) which provides new spending authority as described in section 401(c)(2)(A), (B), (D), or (E) of such Act.''.

TITLE IV--AMENDMENTS TO SUBTITLE II OF TITLE 31, UNITED STATES CODE

SUBMISSION OF PRESIDENT'S BUDGET

SEC. 401. (a) The first sentence of section 1105(a) of title 31, United States Code, is amended by striking out ''During the first 15 days of each regular session of Congress'' and inserting in lieu thereof the following: ''On or before the first Monday after January 3 of each year''.

(b) Subsection (a) of such section is amended by

inserting after the second sentence thereof the following new sentence: ''Not later than two weeks after submission of the budget, the President shall submit to Congress back-up materials with respect to the budget including but not limited to the text of legislation necessary to implement budget proposals affecting revenues and spending authority as described in section 401(c)(2)(C) of the Congressional Budget Act of 1974 and justifications including detailed explanations of budget requests.''.

SUPPLEMENTAL BUDGET ESTIMATES AND CHANGES

SEC. 402. The first sentence of section 1106(b) of title 31, United States Code, is amended by striking out ''April 11 and''.

CURRENT SERVICES BUDGET

SEC. 403. The first sentence of section 1109(a) of title 31, United States Code, is amended by striking out ''Before November 11 of each year'' and inserting in lieu thereof the following: ''On or before the first Monday after January 3 of each year''.

TITLE V--TECHNICAL AND CONFORMING AMENDMENTS

TABLE OF CONTENTS

SEC. 501. The table of contents set forth in section 1(b) of the Congressional Budget and Impoundment Control Act of 1974 with respect to title III is amended to read as follows:

''TITLE III--CONGRESSIONAL BUDGET PROCESS

''Sec. 300. Timetable.
''Sec. 301. Annual adoption of concurrent resolution on the budget.
''Sec. 302. Committee allocations.
''Sec. 303. Concurrent resolution on the budget must be adopted before legislation providing new budget authority, new spending authority, new credit authority or changes in revenues or the public debt limit is considered.
''Sec. 304. Permissible revisions of concurrent resolutions on the budget.
''Sec. 305. Procedures relating to consideration of concurrent resolutions on the budget.
''Sec. 306. Legislation dealing with congressional budget must be handled by budget committees.
''Sec. 307. House committee action on all appropriation bills to be completed by June 10.
''Sec. 308. Reports, summaries, and projections of congressional budget actions.
''Sec. 309. Approval of regular appropriation bills.
''Sec. 310. Reconciliation.
''Sec. 311. New budget authority, new spending authority, new credit authority, and revenue legislation must be within appropriate levels.
''Sec. 312. Committee allocation controls.''.

ADDITIONAL TECHNICAL AND CONFORMING AMENDMENTS

SEC. 502. (a) The table of contents set forth in section 1(b) of the Congressional Budget and Impoundment Control Act of 1974 is amended by inserting after the item relating to section 404 the following new item:

''Sec. 405. Study by the General Accounting Office of forms of Federal financial commitment that are not reviewed annually by Congress.''.

(b) Paragraph (4) of section 3 of the Congressional Budget and Impoundment Control Act of 1974 is amended--

(1) by adding ''and'' after the semicolon at the end of subparagraph (A);

(2) by striking out subparagraph (B); and

(3) by redesignating subparagraph (C) as subparagraph (B).

(c) Subparagraph (2) of clause 4(b) of rule X of the Rules of the House of Representatives is amended by striking out ''first concurrent resolution'' and inserting in lieu thereof ''concurrent resolutions''.

(d) Clause 4(g) of rule X of the Rules of the House of Representatives is amended by striking out ''March 15'' and inserting in lieu thereof !''February 25''.

(e) Clause 2(l)(1) of rule XI of the Rules of the House of Representatives is amended--

(1) by striking out ''(except as provided in subdivision (C))'' in subparagraph (A) thereof; and

(2) by repealing subparagraph (C) thereof.

(f) Rule XLIX of the Rules of the House of Representatives is amended by striking out '', 304, or 310'' in clause 1 and inserting in lieu thereof ''or 304''.

TITLE VI--EFFECTIVE DATE

EFFECTIVE DATE

SEC. 601. This Act and the amendments made by it shall take effect at noon January 3, 1985, and shall become effective for fiscal year 1986 and shall be fully reflected in the fiscal year 1986 budget submitted by the President in January 1985 as required by section 1105(a) of title 31,

1 United States Code.

SUMMARY OF THE COMPREHENSIVE BUDGET BILL APPROACH

The proposed draft bill strikes out all of Title III of the Congressional Budget Act of 1974 and substitutes a new Title III. It also contains amendments to other titles of the Budget Act and to relevant provisions of law and the Rules of the House of Representatives.

The key features of this proposal are:

FRAMEWORK. The proposal calls for Congress to adopt an annual comprehensive budget bill. This bill would include all regular appropriations, all new entitlement and credit legislation, and all revenue measures that are expected to become effective in the coming fiscal year. The final title of the budget bill would be a budget plan setting appropriate levels for total outlays, budget authority, entitlement authority, credit authority, revenues and tax expenditures.

The Budget Committee of each House will report a budget plan. The committee report accompanying such plan may include reconciliation directives requiring committees to report legislation to achieve specified changes in spending or revenues provided under current law (the reconciliation directives become effective immediately upon the Budget Committee report of the plan since there is no House or Senate vote on the plan until the entire budget bill is considered.) Committees will report spending, credit, and revenue legislation just as they do now.

The House Rules Committee will then report the comprehensive budget bill, consisting of seperate titles and parts for the various pieces of legislation reported by the other House Committees (with no substantive changes in the legislation as reported by those committees). Consideration in the House of Representatives of each part will proceed essentially as would consideration of any seperate piece of legislation, with the minority assured of an amendment similar to a motion to recommit, and with an amendment allowed which would be similar to a vote on final passsage on that part of the bill.

At any time after the enactment of the comprehensive budget bill, the Budget Committee of the House or Senate may report a budget plan which revises the plan already adopted, and Congress may consider a revised budget bill including the revised budget plan and legislation providing additional new spending authority, credit authority or revenues called for by that plan (the Budget Committee of the relevant House must report a plan to accompany any such legislation reported subsequent to enactment of the comprehensive budget bill).

The proposal provides that the budget bill shall not be enrolled until the House and Senate determine, by concurrent resolution, for the form or forms in which the comprehensive budget bill shall be sent to the President for signature.

ACCELERATED SCHEDULE. The proposal requires the President to submit his budget to Congress on the first Monday after January 3, committees of the House and Senate to report views and estimates to the Budget Committees by February 25, the House Budget Committee to report a budget plan to the House by March 15, and the Senate Budget Committee to report a budget plan to the Senate by June 1.

Other committees of the House are required to report budget bill legislation by May 15. The proposal requires that the House complete action on the comprehensive budget bill by June 30 and that the Senate complete action on the bill by August 15.

EXPANDED COVERAGE. The proposal brings credit programs, tax expenditures, and currently off-budget programs and agencies under the controls of the Budget Act. The proposal also expands current controls on backdoor spending by establishing a point of order against provisions of legislation which authorize financing mechanisms (other than entitlement authority) which would escape annual congressional review.

IMPROVED CONTROLS. Under the proposed comprehensive budget bill, control is established by the requirement to enact all spending, credit, and revenue legislation at the same time a Congressional Budget is adopted (any spending, credit, or revenue legislation considered subsequent to the enactment of the initial comprehensive budget bill must be considered as part of a new budget bill which includes a revised budget plan).

The proposal provides that in the House of Representatives, at the end of consideration of each title, if the revenue reductions or new spending or credit authority provided in that title exceed the allocation for discretionary action made to the committee with jurisdiction over programs in that title, the budget committee may offer an amendment to make the legislation included in that title consistent with the budget plan and the allocation made in conjunction with the plan.

If, at the end of consideration of all titles of the bill (except the budget plan title), the totals of revenue reductions or new spending or credit authority included in the bill are not consistent with the levels set forth in the budget plan, the Budget Committee shall offer an amendment to conform the budget plan to the provisions approved in the preceeding titles.

If this amendment fails, the Budget Committee may offer an amendment to any part or parts of the bill in order to make the budget plan title and the provisions of the other titles of the bill consistent.

If this amendment fails, further amendments to the bill are in order.

The proposal provides that no vote on final passage of the budget bill is in order in the House or Senate until the actual spending, credit, and revenue levels set in the budget bill are consistent with the totals set in the budget plan.

Rules Committee Task Force on the Budget Process
Draft Status Report

COMPREHENSIVE BUDGET BILL APPROACH

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I. AN EARLY START TO DISTRIBUTE WORKLOAD EVENLY THROUGH THE YEAR

A. ACCELERATED HOUSE ORGANIZATION

*January 3	The House will convene. (In recent years, a later date for convening has been set by statute.)
*Seven days after the House convenes in odd-number years	The House will elect its committees. (Currently, committees are required to be elected "at the commencement" of a new Congress.)

B. ACCELERATED SCHEDULE FOR AUTHORIZATION OF APPROPRIATIONS

*May 15 (prior year)	The President will submit year ahead authorization requests (as required now by the Budget Act).
*1st Monday after January 3	CBO will submit a report listing the expiring authorizations affecting the budget year. (This is a new requirement.)
*February 1	Beginning date for monthly leadership announcements of schedule for major authorizing legislation affecting the budget year. (The task force report will urge these monthly schedules as a way of promoting early consideration of authorizations.)

C. ACCELERATED BUDGET PLAN TIMETABLE

*1st Monday after January 3	The President will submit the budget. (Currently, he is required to submit it 15 days after Congress convenes.)
*Two weeks after budget submitted	The Executive will submit budget back-up materials, including justifications and proposed legislation involving taxes and direct spending. (This is a new requirement.)
*February 15	CBO will submit annual report to Budget Committees. (The required date for this report is April 1, but CBO normally submits it earlier.)

* Denotes provision is identical to one contained in single resolution approach.

*February 25	Committees will submit views and estimates to Budget Committees. (These are currently required on March 15.)
March 15	House Budget Committee will report budget plan. No floor vote on budget totals before consideration of comprehensive budget bill.
May 15	All spending, credit, and revenue measures will be reported.

D. OTHER MAJOR EARLY TIMETABLE FEATURES

*1. Multi-year and year-ahead authorizations. The task force report will urge committees to report multi-year, rather than annual, authorizations and to report year-ahead authorizations. The report will also urge committees to establish a "contingency" authorization, when feasible, which will permit timely consideration of appropriations when authorizing legislation is late.

*2. Full work weeks. The task force report will urge the scheduling of full work weeks early in the year to facilitate five-day hearing schedules and timely House consideration of authorizing legislation affecting the budget year.

*3. Elimination of authorization reporting deadline. The current May 15 reporting deadline for authorizations will be eliminated. Instead, the leadership will announce each month, beginning February 1, a schedule for authorizations affecting the budget year. House Rule XXI already establishes a requirement for enactment of authorizations prior to consideration of appropriations, and the Rules Committee will continue to consider waivers of that rule on an ad hoc basis.

* Denotes provision is identical to one contained in single resolution approach.

II. BUDGET PLAN--CONTENT

A. EXISTING CONTENT

*1. Aggregates. Overall levels of budget authority, outlays, revenues, deficit, and debt limit will be included in the budget plan, as is currently the practice with budget resolutions.

2. Functions. Programmatic functions (e.g., health, agriculture, defense, energy) will be included in the report accompanying the budget plan. (They are currently included in budget resolutions.)

3. Outyears. Outyear planning figures for aggregates will be included in the budget plan for two years beyond the budget year, as in currently the practice with budget resolutions. For functional allocations, they will be included in the report.

4. New matters inserted by use of elastic clauses. Elastic clauses permitting procedural changes and other new matters to be included in a budget plan will be retained.

5. Reconciliation directives. Reconciliation directives for one or for three years (instructions to committees to find savings or raise revenue by changing existing law within their jurisdictions) may be included in the report accompanying a budget plan. (Under current practice, reconciliation directives for one year are included in the first budget resolution, with recommendations for two outyears.)

6. Committee allocations. The report accompanying the budget plan will include a one-or three-year allocation for discretionary action for each committee that has jurisdiction over legislation that is assumed in the plan. (In current practice, committee allocations are included in the House and Senate conference agreement on the budget resolution.)

B. MORE COMPREHENSIVE COVERAGE

*1. Off-budget activities.

a. Agencies, programs currently off-budget. The following agencies and programs will be required to be included in the President's budget and in the comprehensive budget bill: the Federal Financing Bank, the Rural Electrification Administration and Rural Telephone Bank, the Strategic Petroleum Reserve, the Synthetic Fuels Corporation, and the U.S. Railway Association. For budget accounting purposes, loans financed by the Federal Financing Bank will be attributed to the agency making the loan. (Under current law, the above-listed agencies are off-budget.) The Federal Reserve and the U.S. Postal Service will remain off-budget.

* Denotes provision is identical to one contained in single resolution approach.

*b. Programs scheduled to be taken off budget. Three Social Security trust funds (OASI, DI, and HI) will remain on budget. (Under current law they are scheduled to be taken off budget in 1992.)

*c. Legislation proposing off-budget status. The Committee on Government Operations will have automatic sequential referral of any measure which would take an agency or program off budget. (This is a new House rule.)

*2. Credit.

*a. As a part of the budget plan. Aggregate levels of direct loan obligations and primary guarantee commitments will be included in the plan for the budget year and two planning years, subject to the same controls as spending. Functional levels will be included in the report. (In current practice, credit levels are included in the budget resolution, but for advisory purposes only.)

*b. Subject to appropriations. A provision of legislation providing for new or expanded credit authority will be subject to a point of order unless the provision authorizes an appropriation. (This is a new requirement, similar to the existing Budget Act restriction on contract and borrowing authority. Under this proposal, the point of order regarding "backdoor" contract and borrowing authority will apply to the provision of the bill, not to the bill itself.)

*3. Tax Expenditures.

*a. Inventory. CBO will be required to submit to Congress an inventory of tax expenditures, based on existing definitions in law, on February 15 of each year; that list will be used for purposes of the Congressional budget process.

*b. As part of the budget plan. The recommended change to the level of tax expenditures will be included in the budget plan separately from the recommended change in the overall level of revenue. Reconciliation instructions may direct a change in the level of revenue specifically from changes in tax expenditures. (Currently, tax expenditures are not included in the resolution.)

*4. Trade-offs in forms of federal commitment. The task force report will urge that, in marking up the budget plan, the Budget Committee experiment with various approaches to making trade-offs within each functional category among spending, credit activities, and tax expenditures. Such trade-offs could be modeled on the Canadian "envelope" system which is used to make trade-offs between spending and tax expenditures.

*5. Capital budget. The task force report will recommend improvements in the President's budget analysis of capital expenditures (Special Analysis D). No separate capital budget would be established. (This is consistent with the recommendations of the Comptroller General and the Committee for Economic Development.)

* Denotes provision is identical to one contained in single resolution approach.

*6. Monetary policy. The FY 84 budget resolution requested the Banking Committees to report on Congressional oversight of monetary policy. No change in the treatment of monetary policy in the budget process is being recommended by the task force at this time.

C. IMPROVED INFORMATION RELATING TO BUDGET PLANS

*1. Baseline projections. Revisions to the Act will include a definition of the budget baseline. Currently the lack of agreement on this definition causes much confusion in developing a budget resolution.

*2. Outlay/credit/tax expenditure comparison. CBO will be directed to conduct continuing studies to enhance comparisons of outlays, credit, and tax expenditures.

*3. Total level of federal commitment. The Budget Committee will be required to include in the report accompanying the budget plan information on the total level of Federal commitment for each function. The report will display the level of spending, tax expenditures and credit for each function so that total commitment in the various functions can be compared.

*4. Management functions. The task force report will urge the Budget Committee to display in the report on the budget plan a breakdown of the budget by management function (means-tested entitlements, non-means-tested entitlements, interest on the debt, defense, etc.)

III. IMPLEMENTING THE BUDGET PLAN—LEGISLATIVE PROCEDURES AND BUDGET CONTROLS

A. PACKAGING BUDGET LEGISLATION WITH THE BUDGET PLAN.

1. House reporting deadline. House committees will submit their budget legislation to the Rules Committee by May 15. Appropriations will report their thirteen regular bills and other committees may decide how their own legislation is reported (in a single omnibus bill or in separate bills).

2. Contents of comprehensive budget bill (The Rules Committee will determine the order for consideration of the following matters—except for the budget plan which will be the last title.)

a. Appropriations. There will be one title for the Appropriations Committee, divided into thirteen separate parts.

b. Other spending, credit measures. There will be a separate title for each of the other committees which reports one or more spending or credit measures. If a committee reports more than one bill, that committee's title will have a separate part for each bill reported.

* Denotes provision is identical to one contained in single resolution approach.

c. Revenues. There will be a separate title for each committee which reports revenue measures (including offsetting receipts). If a committee reports more than one bill, that committee's title will have a separate part for each bill reported.

d. Budget plan. The final title will be the budget plan as reported by the Budget Committee.

e. Legislation under the jurisdiction of committees which fail to report as directed. If a committee fails to report legislation assumed in the budget plan, the Rules Committee may make in order an amendment to the comprehensive budget bill which would provide for such legislation.

f. Exception for relatively minor bills. Spending, credit or revenue bills not exceeding $10 million will be allowed to be considered under suspension of the rules.

B. HOUSE FLOOR CONSIDERATION

1. Preserving existing floor procedures. Motions comparable to a motion to recommit and final passage will be provided for each title or each separate part of a title (the equivalent of an individual bill).

2. Budget Committee amendments. At the end of consideration of a title, if the legislation as amended at that point would breach the committee of jurisdiction's allocation for discretionary action, a Budget Committee reported amendment limited to conforming the legislation to the budget plan will be in order.

3. Budget consistency.

   a. Budget Committee motion to conform plan to legislation. After the House completes consideration of all spending and revenue titles, the Budget Committee will offer a motion to conform the budget plan totals to completed House action on budget legislation.

   b. Budget Committee amendment. If the Budget Committee motion fails, the Budget Committee will offer an amendment (not subject to further amendment) to change portions of the comprehensive budget bill. That amendment must make budget legislation and totals in the budget plan consistent.

   c. Other committee amendments. If the Budget Committee amendment fails, the Rules Committee may make in order other amendments to the comprehensive budget bill. Such amendments will be required to be consistent, matching budget legislation with budget totals.

* Denotes provision is identical to one contained in single resolution approach.

d. Final passage. The comprehensive budget bill may not be considered for final passage until budget legislation and totals in the budget plan are consistent.

4. House action deadline. The House will be required to complete action on the comprehensive budget bill by June 30 and will be precluded from considering a resolution providing for adjournment for the Independence Day District Work Period until the compreshensive budget bill is approved.

C. SENATE PROCEDURES.

1. Senate budget plan reporting deadline. The Senate Budget Committee will be required to report its budget plan by June 1.

2. Senate action deadline. The Senate will be required to complete action on the comprehensive budget bill by August 15.

[Senate procedures will be supplied by Senate.]

D. PRESIDENT'S SIGNATURE. After final adoption of the comprehensive budget bill, Congress will set forth (by concurrent resolution) for the way the bill will be broken into separate bills to be enrolled and sent to the President for signature.

E. IMPROVED CONTROL INFORMATION

1. Budget Committee scorekeeping report. By June 1, the House Budget Committee will submit to the Rules Committee a comparison of the reported spending and revenue measures with the budget plan and with the committee allocations based on the budget plan. This scorekeeping report will be included in the Rules Committee report accompanying the comprehensive budget bill.

2. Budget Committee scorekeeping update. From time to time during floor consideration of the comprehensive budget bill, the Budget Committee will inform the House on how the comprehensive bill, as amended, compares with the budget plan and with the committees' allocations.

3. Cost estimates. CBO cost estimates will be required in committee reports and conference reports on spending or revenue measures.

*4. Member user group. The Speaker will be required to appoint a group of members to advise him on issues—such as disputes over scorekeeping rules—that may develop during consideration of the comprehensive budget bill.

* Denotes provision is identical to one contained in single resolution approach.

F. DISCOURAGING THE USE OF NEW FINANCING MECHANISMS THAT ESCAPE ANNUAL REVIEW

*1. Description of financing mechanisms. As part of the CBO cost estimate currently required for committee-reported bills, CBO will be required to include a description of any proposed indirect financing mechanism (e.g. revolving funds, monetary credits). In addition, committees will be required to describe the proposed mechanism and explain why that mechanism is used instead of an annual appropriation.

*2. Point of order control. A new point of order will be established against the sections of any measure which provide an indirect financing mechanism.

*3. Limitation on use of suspensions. No measure including an indirect financing mechanism will be permitted to be considered under suspension calendar procedures. (This will be a new House rule.)

*4. Inventory. GAO will be directed to submit an annual report on indirect financing mechanisms in current law.

IV. FLEXIBILITY OF THE SYSTEM AFTER ADOPTION OF THE COMPREHENIVE BILL

A. SUBSEQUENT SPENDING AND REVENUE LEGISLATION

All subsequent spending and revenue legislation must be considered as a revision to the comprehensive budget bill. If a spending or revenue measure is reported after the comprehensive budget bill has been considered, then the Budget Committee must report a plan to accompany it. If the Budget Committee fails to report a subsequent plan, the Rules Committee may make in order an amendment to the legislation providing budget totals. However, the budget plan and the legislation must be considered for final passage.

B. SUBSEQUENT BUDGET PLANS

If the Budget Committee reports a revised budget plan subsequent to House action on the comprehensive budget bill, then implementing legislation must be reported to accompany it. If the committee of jurisdiction fails to report accompanying legislation in a timely manner, the Rules Committee may make in order an amendment to the budget plan.

* Denotes provision is identical to one contained in single resolution approach.

SECTION BY SECTION SUMMARY

OF THE COMPREHENSIVE BUDGET BILL

Title I—Congressional Budget Process

Section 101. This section amends Title III of the Congressional Budget Act of 1974. The section numbers in this summary refer to Title III as amended.

Section 300. Timetable. This section sets forth the timetable for the congressional budget process.

Section 301. Annual Budget Plan.

a) Content of Budget Plan. This subsection requires the House Budget Committee to report a budget plan, in the form of a resolution, by March 15 of each year. The Senate Budget Committee must report its budget plan by June 1. Each budget plan sets forth appropriate levels for the coming fiscal year and planning levels for the two ensuing fiscal years, including aggregate levels for total new budget authority, budget outlays, entitlement authority, credit authority, revenues, the surplus or deficit and the public debt. The budget plans include the total amount by which revenues and tax expenditures should be changed. If required by subsection (d), the plans also state the calender year in which, in Congress' opinion, the goals for reducing unemployment set forth in the Employment Act of 1946 should be achieved. Any other matters or procedures appropriate to carry out the purposes of the Act may also be included.

b) Views and Estimates of Other Committees. This subsection requires each standing committee of the House or of the Senate to submit its views and estimates, with regard to any matter in a budget plan relating to its jurisdiction, to its Budget Committee by February 25. All other committees of the House or of the Senate and all joint committees may also submit such views and estimates. The Joint Economic Committee is required to submit fiscal policy recommendations to both budget committees for achieving the goals of the Employment Act of 1946.

c) Hearings and Report. This subsection requires the budget committee of each House to hold hearings and receive testimony from Members of Congress, appropriate representatives of Federal departments and agencies, the general public, and national organizations. A budget plan report must include a comparison of the budget aggregates recommended in the budget plan with those estimated and requested by the President, a function by function comparison of the plan to the President's budget, a controllability analysis for each functional category, an allocation of total revenues among major sources, a statement of economic assumptions and objectives, five year projections, a tax expenditures budget, an analysis of Federal assistance to State and local governments, a comparison of different forms of Federal commitment by functional category, and information on how the committee determined the content of the budget plan. The report accompanying a budget plan may also include reconciliation directives described in section 308 of this title.

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d) Achievement of Goals for Reducing Unemployment. This subsection provides that if an Economic Report of the President recommends that the unemployment goals of the Employment Act of 1946 be achieved after the deadline set by that Act, then the Congress may state, in its budget plan, the year by which it believes the unemployment goals can be achieved. If an Economic Report subsequently is submitted by a President recommending a year different from the one Congress stated for achieving the unemployment goals of the Act, then Congress may put in subsequent budget plans the year by which it believes the goals can be achieved.

Section 302. Committee Allocations

a) Allocation for Discretionary Action. This subsection provides that the report accompanying a budget plan must include an allocation for discretionary action to each committee of the House and Senate with jurisdiction over bills and resolutions that would implement such action. The allocations would be for either the budget year or the total of the budget year and the two ensuing fiscal years, and would cover new budget authority, new entitlement authority, new credit authority and changes in revenues and tax expenditures.

b) Subsequent Budget Plans. This subsection provides that in the case of any subsequent budget plan the allocations described in subsection a) are required only to the extent necessary to cover revisions in such subsequent budget plan.

c) Division of Budget Totals Among Committees. This subsection requires, for purposes of information, that the report accompanying a budget plan include a distribution of total new budget authority, total budget outlays and total new credit authority among committees of the House and the Senate with jurisdiction over such authorities.

Section 303. Appropriation, Entitlement, Credit and Revenue Measures Must be Considered Pursuant to Section 304 and 309. This section prohibits consideration in either House of any bill, resolution, or amendment which provides new budget authority, new entitlement authority, new credit authority or provides increases or decreases in revenues unless such measure is considered as part of a comprehensive budget bill (under the procedures described in sections 304 and 309 of this title).

Section 304. Revisions of Comprehensive Budget Bill. This section provides that, at any time after the comprehensive budget bill is enacted, the Budget Committee of each House must report a revised budget plan if it deems such revisions necessary or if legislation providing new budget authority, new entitlement authority, new credit authority or changing revenues is reported to its House; this new budget plan becomes the final title of such legislation. In the House, amendments to the budget plan title are limited. This legislation will then be considered under the provisions of section 309 of this title.

Section 305. Committee Action on Appropriation, Entitlement, Credit and Revenue Bills. This section requires all committees with jurisdiction over legislation providing new budget authority, new spending authority, new credit authority or revenues to report all such legislation for the next fiscal year by May 15 of each year. The Appropriations Committee is required to report legislation covering the jurisdiction of each of its subcommittees.

Section 306. Requirement to Report Legislation.

a) Legislation Required by Reconciliation. This subsection permits the Rules Committee to make in order amendments to the comprehensive budget bill if committees receiving reconciliation directives fail to report promptly legislation to achieve specified changes.

b) Other Required Legislation. This subsection permits the Rules Committee to make in order amendments to the comprehensive budget bill if a committee fails to report legislation required by section 309 of this title.

Section 307. Reports, Summaries, and Projections of Congressional Budget Actions.

a) Reports on Legislation Providing New Budget Authority, New Spending Authority, New Credit Authority, or Providing an Increase or Decrease in Revenues or Tax Expenditures. This subsection provides that any report filed in either House providing new budget authority, new spending authority, new credit authority, or providing for an increase or decrease in revenues or tax expenditures shall include the following information prepared after consultation with the Director of the Congressional Budget Office: a comparison of the discretionary action levels in the measure with the comparable allocations included in the section 302 report submitted pursuant to the most recent budget plan; an estimate of outlays expected to result from the measure; an identification of any new spending authority described by section 401(c)(2) or authorization of new credit authority contained in the measure; a Congressional Budget Office five year projection of how the measure will affect levels of comparable authority available under existing law; and a statement of new budget authority for assistance to State and local governments.

b) Up-to-Date Tabulations of Congressional Budget Actions. This subsection requires the Congressional Budget Office to assist the Budget Committees in their task of scorekeeping during consideration of the comprehensive budget bill.

c) Five-Year Projection of Congressional Budget Action. This subsection requires the Congressional Budget Office to issue, after the enactment of the comprehensive budget bill, a report projecting for each of the next five years new budget authority, outlays, revenues and their major sources, the surplus or deficit, tax expenditures, entitlement authority and credit authority.

Section 308. Reconciliation:Inclusion of Reconciliation Directives in Reports Accompanying Budget Plans. This section permits any report accompanying a budget plan to direct a committee to recommend legislation to achieve specified changes in the amounts of budget authority, entitlement authority, credit authority, revenues, or tax expenditures provided by laws within its jurisdiction for the budget year, or to achieve specified changes for the total of the budget year and the two following fiscal years. It also prohibits reconciliation directives which would change authorizations for appropriations.

Section 309. Completion of Action on the Comprehensive Budget Bill.

a) Reporting of Comprehensive Budget Bill. This subsection requires the Rules Committee to report a comprehensive budget bill by May 15 and permits the Rules Committee to determine the order in which the titles of the bill will be considered. The report accompanying the comprehensive budget bill must include a comparison of budget totals resulting from reported legislation with totals in the budget plan and a comparison of discretionary action allocations made pursuant to section 302 with

estimates of new budget authority, new entitlement authority, new credit authority and changes in levels of revenue and tax expenditures resulting from the spending, credit and revenue titles.

b) Content of the the Comprehensive Budget Bill. This subsection sets out the contents of the comprehensive budget bill: one title for all bills reported by the Appropriations Committee (each part of the title will consist of an Appropriations subcommittee bill); a separate title for each committee reporting legislation providing new spending authority or new credit authority (each part of a title will consist of one bill from the committee); a separate title for revenues with separate parts for each bill reported by the revenue committee, and; the final title which consists of the budget plan as reported.

c) Consideration by the House of Representatives. This subsection lays out the procedures for consideration of the comprehensive budget bill. The House may begin consideration of the comprehensive budget bill only after the report has been available to Members for five days (excluding Saturdays, Sundays and legal holidays). It will be considered in the Committee of the Whole and read for amendment by title (or, if so divided, by part within a title) under the five-minute rule. An amendment in the nature of a substitute is not in order until the bill is considered for amendment in its entirety.

Consideration of all spending, credit and revenue titles will be as follows: after disposing of all amendments to a title (or, if so divided, a part), an amendment comparable to the motion to recommit will be in order followed by a vote comparable to final passage.

Then, if the title (as amended) would breach a committee's 302(a) discretionary action allocation, the Budget Committee may offer an amendment. Such amendment is limited to conforming the bill to the budget plan.

The final title, the budget plan as reported, will be considered as having been read for amendment. The only amendment that will be in order will be one offered by the Budget Committee making the plan consistent with the preceding titles as amended. If the Budget Committee amendment is adopted, the Committee of the Whole will report the comprehensive budget bill with adopted amendments to the House, the previous question will be considered as ordered and no motion to recommit will be in order.

If the Budget Committee amendment is rejected, the Budget Committee may offer another amendment changing any or all titles of the bill. If this amendment is adopted, the bill is reported to the House and considered as above. If the amendment is rejected, the Committee on the Whole will rise without motion. When the Committee resumes consideration of the bill, other amendments will be in order. When the Committee concludes its consideration of the bill for amendment, the Committee will rise, report the bill with amendments, the previous question will be considered as ordered and no motion to recommit will be in order.

It will not be in order to consider the bill for final passage unless the totals in the budget plan are consistent with the rest of the bill.

d) Consideration by the Senate.

e) Completion of Action on the Comprehensive Budget Bill. This subsection places a point of order against consideration in the House of any resolution providing for a three day or longer adjournment in July unless the House has approved a comprehensive budget bill for the coming fiscal year. This subsection also requires the Senate to approve the comprehesive budget bill by August 15.

f) Information Contained in the Joint Statement. This subsection requires the joint explanatory statement accompanying the conference report on a comprehensive budget bill to include a statement of economic assumptions and divisions of budget totals among House and Senate committees and among major functional categories.

g) Enrollment. The comprehensive budget bill will not be enrolled until both Houses agree, by concurrent resolution, on the form or forms by which the bill will be enrolled.

TITLE II - AMENDMENTS TO TITLE IV OF THE CONGRESSIONAL BUDGET ACT OF 1974

Section 201. A New Spending Authority. Subsection (a) amends the heading of section 401 (a) of the Congressional Budget Act of 1974 to read: "Controls on Provisions of Legislation Providing Contract or Borrowing Authority.". This subsection makes the point of order applicable to provisions contained in bills, resolutions and conference reports.

Subsection (b) strikes the language of section 401(b) of the Congressional Budget Act and substitutes a new control provision. The new subsection prohibits consideration of any provision of legislation that provides monetary credits or residual spending authority (described by subparagraphs 401(c)(2)(D) & (E) of the Congressional Budget Act as amended by this Act) unless that provision also limits the use of authority to the extent provided in appropriation Acts.

Subsection (c) makes the effective date of the two forms of new spending authority described by subsection (d), which follows, the same date on which subsection (d) becomes effective.

Subsection (d) describes two new forms of spending authority. The first, described in a new section 401 (c)(2)(D) of the Congressional Budget Act, is monetary credits, that is authority to forego collection of offsetting receipts which is not provided in advance by appropriation Acts. The second, described in a new section 401(c)(2)(E) of the Congressional Budget Act, is residual spending authority, that is, all forms of spending authority for the United States Government to make payments other than those already described by the Congressional Budget Act (contract authority, borrowing authority, entitlement authority, monetary credits), and other than authority provided by appropriation Acts.

Subsection (e) establishes a new subsection 401(e) of the Congressional Budget Act, which provides that estimates of new entitlement authority for a fiscal year shall be based on a cost estimate of changes from current law at the time the legislation providing the new entitlement authority is enacted.

Section 202. Credit Authority. This section prohibits consideration of provisions of legislation providing authority to incur new direct loan obligations or new primary loan guarantee commitments unless that legislation also limits the use of such authority to the extent provided in appropriation Acts. This provision affects legislation considered after the date on which this section becomes effective.

Sections 203. Description by Congressional Budget Office. This section amends section 403 of the Congressional Budget Act to require the Congressional Budget Office to provide, along with its cost estimate of legislation to be reported, a description of each method for establishing a Federal financial commitment contained in that legislation.

Section 204. General Accounting Office Study. This section amends title IV of the Congressional Budget Act by adding the following three sections:

Section 405 of the Congressional Budget Act. Study by the General Accounting Office of Forms of Federal Financial Commitment that Are Not Reviewed Annually by Congress. This section sets forth a new section 405 for the Congressional Budget Act which requires the General Accounting Office to study all provisions of law providing spending authority described by section 401(c)(2) of the Congressional Budget Act (contract authority, borrowing authority, entitlement authority, monetary credits, and residual authority) and report to Congress its recommendations on the appropriate form of financing for all programs and activities financed by these provisions. The report is due eighteen months from the effective date of this section and shall be revised from time to time.

Section 406 of the Congressional Budget Act. Off-Budget Agencies, Programs and Activities.

a) This subsection requires the budgetary activites of the following agencies to be included in the totals of the budgets submitted by the President and considered by Congress: the Federal Financing Bank, the Rural Electrification Administration and Rural Telephone Bank, the Strategic Petroleum Reserve Account, the United States Synthetic Fuels Corporation, the United States Railway Association, the Federal Old-Age and Survivors Insurance Trust Fund, the Federal Disability Insurance Trust Fund, and the Health Insurance Trust Fund.

(b) This subsection assigns resulting budget outlays to the Federal agency responsible for originating credit authority which is then financed by the Federal Financing Bank.

(c) This subsection requires reported legislation that removes a department, agency, program, or activity from the totals of the budget submitted by the President or considered by the Congress to be referred to the Committee on Government Operations, which shall have jurisdiction to report the legislation with an amendment to strike or amend the provisions having this effect.

Section 407 of the Congressional Budget Act. Member User Group. This section requires the Speaker, after consulting with the Minority Leader, to appoint a Member User Group, which shall review the scorekeeping rules and practices of the House and report to the Speaker from time to time on their effect and impact.

TITLE III — ADDITIONAL PROVISIONS TO IMPROVE BUDGET PROCEDURES

Section 301. Definitions.

Subsection (a) amends section 3 of the Congressional Budget Act to include in the definition of budget authority the authority to make offsetting collections (or to affect their usage).

Subsection (b) adds to section 3 of the Congressional Budget Act two new definitions. A new paragraph 6 defines "allocation for discretionary action" to mean an amount for control of congressional action covering new budget authority (excluding budget authority to cover entitlement authority), new credit authority, new entitlement authority, new direct loan obligations, new primary loan guarantee commitments, and covering changes in revenues and tax expenditures. A new paragraph 7 defines spending authority described by section 401(c)(2)(C) of the Congressional Budget Act to be "entitlement authority."

Section 302. Congressional Budget Office.

Subsection (a) amends section 201(a)(2) of the Congressional Budget Act to provide for the Speaker and the President pro tempore of the Senate to consider recommendations of committees of the respective Houses prior to appointing the Director of the Congresssional Budget Office.

Subsection (b) amends section 202(f)(1) of the Congressional Budget Act to require submission of the annual CBO report to the Budget Committees by February 15 of each year.

Subsection (c) amends Section 202(f) of the Congressional Budget Act by adding paragraphs (3) and (4). Paragraph (3) requires the Director to submit to the Congress by the first Monday after January 3 a report lisitng all programs and activities lacking authorizations for appropriations in the upcoming budget year. Paragraph (4) sets forth the requirement that baseline projections for permanent authority assume current laws continue unchanged and that baseline projections for all discretionary appropriations assume continuation of current year funding with an adjustment for inflation.

Subsection (d) adds subsection (h) and (i) to section 202 of the Congressional Budget Act. Subsection (h) requires the Director to conduct studies to enhance comparisons of budget outlays, credit authority, and tax expenditures. Subsection (i) requires the Director to submit to the Congress by February 15 of each year an inventory of tax expenditures, which shall be regarded as tax expenditures for the purposes of the Congressional Budget Act.

Section 303. Current Services Budget. This section amends section 605 (a) of the Congressional Budget Act to require the President to submit a current services budget concurrently with the annual budget submission on the first Monday following January 3 of each year.

Section 304. Study of Off-Budget Agencies. This section repeals section 606 of the Congressional Budget Act, which requires the Budget Committees to study provisions of law establishing off-budget status for agencies and to report recommendations to their respective House from time to time.

Section 305. Jurisdiction of Committee on Government Operations. This section changes House rules to conform to the amended section 406 of the Congressional Budget Act, which provides for referral to the Government Operations Committe of legislation establishing off-budget status for Departments and agencies.

Section 306. Continuing Study of Congressional Budget Process. This section amends House rules to provide for the Rules Committee to study the congressional budget process and report its findings and recommendations to the House from time to time.

Section 307. Early Election of Committees of the House. This section requires the election of committees of the House within 7 calendar days after a new Congress convenes.

Section 308. Rescissions and Transfers in Appropriations Bills. This section amends the House rules to permit consideration of appropriations bills containing rescissions of appropriations and transfers of unexpended balances within the department or agency for which they were originally appropriated.

Section 309. Limitations on Use of Suspensions in the House. This section amends the House rules by adding a two part clause limiting the kinds of legislation that may be considered under suspensions of the rules. Paragraph (a) prohibits consideration of legislation providing new budget authority, entitlement authority, credit authority, or changing revenues or tax expenditures in an amount exceeding $10,000,000. Amounts provided in legislation shall be determined on the basis of Budget Committee estimates.

Paragraph (b) prohibits consideration under suspension of legislation providing borrowing authority, contract authority, monetary credits, or residual spending authority as described by section 401(c)(2) of the Congressional Budget Act.

TITLE IV—AMENDMENTS TO SUBTITLE II OF TITLE 31, UNITED STATES CODE

Section 401. Submission of President's Budget. Subsection (a) requires submission of the President's Budget by the first Monday after January 3 of each year.

Subsection (b) requires submission of justifications including detailed explanations of budget requests and the text of language necessary to implement proposals affecting revenues and entitlements within two weeks of the budget submission.

Section 402. Supplemental Budget Estimates and Changes. This section repeals the United States Code requirement for submission by the President of budget reestimates by April 10 of each year.

Section 403. Current Services Budget. This section amends the U.S. Code to require the President to submit a current services budget concurrently with the annual budget submission on the first Monday following January 3 of each year.

TITLE V — TECHNICAL AND CONFORMING AMENDMENTS

This title includes miscellaneous provisions making changes in the Congressional Budget Act and the House Rules to conform with the provisions of this Act.

TITLE VI — EFFECTIVE DATE

Section 601. Effective Date. This section makes the provisions of the Act effective at noon January 3, 1985 and requires them to be reflected in the Fiscal Year 1986 Budget submitted by the President in January 1985.

[COMPREHENSIVE BUDGET BILL APPROACH]

[Discussion Draft]
JANUARY 25, 1984

98TH CONGRESS
2D SESSION

H. R. _____

IN THE HOUSE OF REPRESENTATIVES

Mr. BEILENSON introduced the following bill; which was referred to the Committee on _____

A BILL

To amend the Congressional Budget Act of 1974 to improve the congressional budget process, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

That this Act may be cited as the ''_____''.

TITLE I--CONGRESSIONAL BUDGET PROCESS

SEC. 101. Title III of the Congressional Budget Act of 1974 is amended to read as follows:

''TITLE III--CONGRESSIONAL BUDGET PROCESS

''TIMETABLE

''SEC. 300. The timetable with respect to the congressional budget process for any fiscal year is as follows:

''On or before:	Action to be completed:
First Monday after January 3	President submits his budget.
February 15	Congressional Budget Office submits report to Budget Committees.
February 25	Committees submit views and estimates.
March 15	House Budget Committee reports budget plan.
May 15	House committees report appropriation, entitlement, credit, and revenue measures.
June 1	Senate Budget Committee reports budget plan.
June 30	House completes action on comprehensive budget bill.
August 15	Senate completes action on comprehensive budget bill.
October 1	Fiscal year begins.

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''ANNUAL BUDGET PLAN

''SEC. 301. (a) CONTENT OF BUDGET PLAN.--On or before March 15 of each year, the Committee on the Budget of the House of Representatives shall report, by resolution, a budget plan for the fiscal year beginning on October 1 of such year. On or before June 1 of each year, the Committee on the Budget of the Senate shall report, by resolution, a budget plan for the fiscal year beginning on October 1 of such year. Each budget plan shall set forth appropriate levels for the fiscal year beginning on October 1 of such year, and planning levels for each of the two ensuing fiscal years, for the following--

''(1) total new budget authority, budget outlays, entitlement authority, direct loan obligations, and primary loan guarantee commitments;

''(2) total Federal revenues and the amount, if any, by which the aggregate level of Federal revenues should be increased or decreased by bills and resolutions to be reported by the appropriate committees; and the amount, if any, by which the aggregate level of tax expenditures should be increased or decreased by bills and resolutions to be reported by the appropriate committees;

''(3) the surplus or the deficit in the budget;

''(4) the public debt; and

''(5) if required by subsection (e), the calendar year in which, in the opinion of the Congress, the goals for reducing unemployment set forth in section 4(b) of the Employment Act of 1946 should be achieved;

and may include such other matters, and require such other procedures, relating to the budget as may be appropriate to carry out the purposes of this Act.

''(b) VIEWS AND ESTIMATES OF OTHER COMMITTEES.--On or before February 25 of each year, each standing committee of the House of Representatives shall submit to the Committee on the Budget of the House and each standing committee of the Senate shall submit to the Committee on the Budget of the Senate--

''(1) its views and estimates (as determined by the committee making such submission) with respect to all matters set forth in subsection (a) which relate to matters within the jurisdiction or functions of such committee; and

''(2) estimates of the total amount of new budget authority, new credit authority, new entitlement authority, the total amount of outlays resulting from such authorities, and estimates of changes in revenues and tax expenditures to be provided by all bills and resolutions within the jurisdiction of such committee,

which such committee intends to be effective during the fiscal year beginning on October 1 of such year.

The Joint Economic Committee shall submit to the Committees on the Budget of both Houses its recommendations as to the fiscal policy appropriate to the goals of the Employment Act of 1946. Any other committee of the House of Senate may submit to the Committee on the Budget of its House, and any joint committee of the Congress may submit to the Committees on the Budget of both Houses, its views and estimates with respect to all matters set forth in subsection (a) which relate to matters within its jurisdiction or functions.

''(c) HEARINGS AND REPORT.--In developing the budget plan referred to in subsection (a) for each fiscal year, the Committee on the Budget of each House shall hold hearings and shall receive testimony from Members of Congress and such appropriate representatives of Federal departments and agencies, the general public, and national organizations as the committee deems desirable. Each of the recommendations as to short-term and medium-term goals set forth in the report submitted by the members of the Joint Economic Committee under subsection (b) may be considered by the Committee on the Budget of each House as part of its consideration of such budget plan, and its report may reflect its views thereon, and on how the estimates of revenues and levels of budget authority and outlays set

forth in such budget plan are designed to achieve any goals it is recommending. The report accompanying such budget plan shall include, but not be limited to--

''(1) a comparison of the appropriate levels of total budget outlays, total new budget authority, total entitlement authority, and total direct loan obligations and primary loan guarantee commitments, as set forth in such budget plan, with total levels estimated and requested in the budget submitted by the President;

''(2) a comparison of levels of new budget authority, budget outlays, entitlement authority, direct loan obligations, and primary loan guarantee commitments for each major functional category, based on allocations of the total levels set forth pursuant to subsection (a)(1) with functional category levels estimated and requested in the budget submitted by the President;

''(3) with respect to each major functional category, an estimate of budget outlays and an appropriate level of new budget authority for all proposed programs and for all existing programs (including renewals thereof), with the estimate and level for existing programs being divided between permanent authority and funds provided in appropriation Acts, and each such division being subdivided between controllable amounts and all other amounts;

''(4) a comparison of revenues estimated by the committee with those estimated in the budget submitted by the President;

''(5) an allocation of the level of Federal revenues recommended in the budget plan among the major sources of such revenues;

''(6) the economic assumptions and objectives which underlie each of the matters set forth in such budget plan and alternative economic assumptions and objectives which the committee considered;

''(7) projections, not limited to the following, for the period of five fiscal years beginning with such fiscal year of the estimated levels of total budget outlays, total new budget authority, the estimated revenues to be received, and the estimated surplus or deficit, if any, for each fiscal year in such period, and the estimated levels of tax expenditures (the tax expenditures budget) by major functional categories;

''(8) a statement of any significant changes in the proposed levels of Federal assistance to State and local governments;

''(9) a comparison of Federal priorities by functional category including budget authority and outlays, direct loan obligations and primary loan guarantee commitments, and tax expenditures;

''(10) information, data, and comparisons indicating the manner in which, and the basis on which, the committee determined each of the matters set forth in the budget plan; and

''(11) reconciliation directives described in section 308.

''(d) ACHIEVEMENT OF GOALS FOR REDUCING UNEMPLOYMENT.--

''(1) If, pursuant to section 4(c) of the Employment Act of 1946, the President recommends in the Economic Report that the goals for reducing unemployment set forth in section 4(b) of such Act be achieved in a year after the close of the five-year period prescribed by such subsection, the budget plan for the fiscal year beginning after the date on which such Economic Report is received by the Congress may set forth the year in which, in the opinion of the Congress, such goals can be achieved.

''(2) After the Congress has expressed its opinion pursuant to paragraph (1) as to the year in which the goals for reducing unemployment set forth in section 4(b) of the Employment Act of 1946, can be achieved, if, pursuant to section 4(e) of such Act, the President recommends in the Economic Report that such goals be achieved in a year which is different from the year in which the Congress has expressed its opinion that such

goals should be achieved, either in its action pursuant to paragraph (1) or its most recent action pursuant to this paragraph, the budget plan for the fiscal year beginning after the date on which such Economic Report is received by the Congress may set forth the year in which, in the opinion of the Congress, such goals can be achieved.

''COMMITTEE ALLOCATIONS

''SEC. 302. (a) ALLOCATION FOR DISCRETIONARY ACTION.--The committee report accompanying the budget plan for a fiscal year shall include an estimated allocation for discretionary action for such fiscal year or for the total of such fiscal year and each of the two ensuing years, based upon such budget plan, of new budget authority (excluding such authority to cover entitlement authority), new entitlement authority, revenues, tax expenditures, new direct loan obligations, and new primary loan guarantee commitments to each committee which has jurisdiction over bills and resolutions that would implement such action.

''(b) SUBSEQUENT BUDGET PLANS.--In the case of a subsequent budget plan referred to in section 304, the allocations under subsection (a) shall be required only to the extent necessary to take into account revisions made in the most recently agreed to budget plan.

''(c) DIVISION OF BUDGET TOTALS AMONG COMMITTEES.--For

purposes of information, the report accompanying a budget plan shall include an estimated division, based upon such budget plan of the appropriate levels of total budget outlays, total new budget authority, and total credit authority among each committee of the House of Representatives and the Senate which has jurisdiction over such authorities.

''APPROPRIATION, ENTITLEMENT, CREDIT, AND REVENUE MEASURES MUST BE CONSIDERED PURSUANT TO SECTION 304 OR 309

''SEC. 303. It shall not be in order in the House of Representatives or Senate to consider any bill or resolution (or amendment thereto) which provides new budget authority, new entitlement authority, new credit authority, or revenues, unless such bill or resolution (or amendment thereto) is considered under the procedures provided in section 304 or 309.

''REVISIONS OF COMPREHENSIVE BUDGET BILL

''SEC. 304. At any time after the comprehensive budget bill for a fiscal year has been enacted pursuant to section 309, and before the end of such fiscal year, the Committee on the Budget of each House shall report a budget plan which revises the most recently enacted budget plan for such fiscal year if it deems such revisions necessary, or if additional legislation is reported to its House which contains new budget authority, new entitlement authority,

new credit authority, or revenues. Such budget plan shall become the final title of such legislation. No amendment, including an amendment in the nature of a substitute, shall be in order to change such title in the House or in the Committee of the Whole, except an amendment recommended by the Committee on the Budget of the House which shall not be subject to amendment. Such legislation shall be considered under the provisions of section 309.

''COMMITTEE ACTION ON APPROPRIATION, ENTITLEMENT, CEDIT, AND REVENUE BILLS

''SEC. 305. On or before May 15 of each year each committee of the House of Representatives with jurisdiction over legislation providing new budget authority, new entitlement authority, new credit authority, or revenues shall report all such legislation anticipated to become for the fiscal year beginning on October 1 of such year. The Committee on Appropriations shall report bills covering the jurisdiction of each of its subcommittees.

''REQUIREMENT TO REPORT LEGISLATION

''SEC. 306. (a) LEGISLATION REQUIRED BY RECONCILIATION.--The Committee on Rules may make in order amendments to achieve changes specified by reconciliation directives made pursuant to section 308 if a committee or committees of the House fails to report legislation pursuant to its directive.

''(b) OTHER REQUIRED LEGISLATION.--The Committee on Rules may make in order amendments to permit consideration of legislation required pursuant to section 309(a) if a committee of the House fails to report legislation pursuant to that requirement.

''REPORTS, SUMMARIES, AND PROJECTIONS OF CONGRESSIONAL BUDGET ACTIONS

''SEC. 307. (a) REPORTS ON LEGISLATION PROVIDING NEW BUDGET AUTHORITY, NEW SPENDING AUTHORITY, NEW CREDIT AUTHORITY, OR PROVIDING AN INCREASE OR DECREASE IN REVENUES OR TAX EXPENDITURES.--Whenever a committee of either House reports a bill or resolution to its House providing new budget authority (other than continuing appropriations), new entitlement authority, new credit authority, or providing an increase or decrease in revenues or tax expenditures for a fiscal year, the report accompanying that bill or resolution shall contain a statement, or the committee shall make available such a statement in the case of an approved committee amendment, prepared after consultation with the Director of the Congressional Budget Office--

''(1) comparing the discretionary action levels in any such measure to the allocations for discretionary action in the report submitted under section 302 with respect to the budget plan for such fiscal year;

''(2) setting forth outlays estimated to result from

such measures;

''(3) including an identification of any new spending authority described in section 401(c)(2) or authorization of new credit authority described in section 402(b)(2) which is contained in the bill or resolution and a justification for the use of such financing method instead of annual appropriations;

''(4) containing a projection by the Congressional Budget Office of how such provisions will affect the levels of such spending authority, revenues, tax expenditures, or credit authority under existing law for such fiscal year and each of the four ensuing fiscal years; and

''(5) setting forth the level of new budget authority for assistance to State and local governments provided by such measures.

''(b) UP-TO-DATE TABULATIONS OF CONGRESSIONAL BUDGET ACTIONS.--The Director of the Congressional Budget Office shall provide to the committees on the Budget of the House and the Senate timely and comprehensive scorekeeping assistance during consideration of the comprehensive budget bill by the House of Representatives and the Senate and during consideration of any revision of a budget plan.

''(c) FIVE-YEAR PROJECTION OF CONGRESSIONAL BUDGET ACTION.--After enactment of a comprehensive budget bill for

a fiscal year, the Director of the Congressional Budget Office shall issue a report projecting for the period of 5 fiscal years beginning with such fiscal year--

''(1) total new budget authority and total budget outlays for each fiscal year in such period;

''(2) revenues to be received and the major sources thereof, and the surplus or deficit, if any, for each fiscal year in such period;

''(3) tax expenditures for each fiscal year in such period;

''(4) entitlement authority for each fiscal year in such period; and

''(5) credit authority for each fiscal year in such period.

''RECONCILIATION

''SEC. 308. INCLUSION OF RECONCILIATION DIRECTIVES IN REPORTS ACCOMPANYING BUDGET PLANS.--The committee report accompanying any budget plan may, to the extent necessary to effectuate the provisions and requirements of such plan--

''(1) specify the total amount for such fiscal year or the total amount for such fiscal year and the total of two ensuing fiscal years by which--

''(A) budget authority;

''(B) spending authority described in section 401(c)(2);

''(C) credit authority;

''(D) revenues; or

''(E) tax expenditures;

provided by laws, bills, and resolutions within the jurisdiction of a committee is to be changed and direct that committee to recommend legislation to accomplish a change of such total amount; and

''(2) specify and direct any combination of the matters described in paragraph (1).

In no event may the committee report direct any committee to change laws, bills, or resolutions to increase or decrease an authorization for enactment of budget authority for any fiscal year.

''COMPLETION OF ACTION ON THE COMPREHENSIVE BUDGET BILL

''SEC. 309. (a) REPORTING OF COMPREHENSIVE BUDGET BILL.--

''(1) Each committee which reports a bill pursuant to section 304 or 305 shall submit such bill to the Committee on Rules which, upon receiving all such bills, shall promptly report to the House a comprehensive budget bill for the fiscal year as set forth in subsection (b) which contains all such bills without any substantive revision and the budget plan as reported under section 301.

''(2) The Committee on Rules shall determine the

order of the various titles comprising the comprehensive budget bill to be considered by the House of Representatives, except that the budget plan shall be the final title.

''(3) The report of the Committee on Rules accompanying the comprehensive budget bill shall include information provided by the Committee on the Budget as follows:

''(A) A comparison of the aggregate levels of budget outlays, new budget authority, entitlement authority, direct loan obligations, primary loan guarantee commitments, and revenues, the surplus or deficit in the budget, and the public debt set forth in the budget plan reported pursuant to section 301 with estimates of what the aggregate levels of such items would be if the comprehensive budget bill (except for the final title) were enacted as reported to the House.

''(B) A comparison, on a committee by committee basis, of the allocation for discretionary action for each committee in the report accompanying the budget plan with the discretionary action levels contained in the comprehensive budget bill (except for the final title) as reported to the House.

''(b) CONTENT OF THE COMPREHENSIVE BUDGET BILL.--The

comprehensive budget bill for a fiscal year shall contain the following:

''(1) A separate title for bills reported by the Committee on Appropriations, with each bill affecting the jurisdiction of a subcommittee of that committee comprising a part of that title.

''(2) A separate title for each committee reporting one or more spending bills, each title of which shall be comprised of a separate part for each such bill reported by that committee.

''(3) A separate title for each committee reporting one or more bills providing revenues for the fiscal year, each title of which shall be comprised of a separate part for each such bill reported by that committee.

''(4) A final title containing the congressional budget plan as reported pursuant to section 301.

''(c) CONSIDERATION BY THE HOUSE OF REPRESENTATIVES.--

''(1) It is not in order for the House to consider a comprehensive budget bill until after the fifth day (excluding Saturdays, Sundays, and legal holidays) following the day on which the bill is reported to the House. Consideration of a comprehensive budget bill by the House shall be in the Committee of the Whole, and the bill shall be read for amendment title by title (or

part by part within a title if it is so divided) under the five-minute rule in accordance with the applicable provisions of rule XXIII. An amendment in the nature of a substitute to the bill shall not be in order until the bill has been considered for amendment in its entirety.

''(2) After disposition of all amendments to each part or to each title where a title contains only one part (but before consideration of any amendment provided in paragraph (4)), it shall be in order to consider an amendment to such part or title, as the case may be, which shall be in order even if changing portions of the part or title which have already been changed by amendment. Recognition for such an amendment shall be determined in the same manner as recognition would be determined for a motion to recommit if such part or title were being considered for final passage in the House, and such an amendment shall not be subject to amendment.

''(3) After the disposition of the amendment provided in paragraph (2), if offered, the chair shall put, without any intervening motion or debate, the question whether the Committee of the Whole shall approve the part. If a part is disapproved, it shall be stricken from the bill, and such action by the Committee of the Whole shall be final, and shall not be subject to

a vote in the House.

''(4) After disposition of all other amendments to each title and if the title (as amended) breaches the allocation for discretionary action contained in the report of the Committee on the Budget pursuant to section 302(a), then it shall be in order to consider an amendment recommended by the Committee on the Budget changing the amount of new budget authority, new entitlement authority, direct loan obligations, new primary loan guarantee commitments, revenues, or tax expenditures, whichever is appropriate, contained in the title to conform, as determined by the Committee on the Budget, to the appropriate allocation of new budget authority, new entitlement authority, new direct loan obligations, primary loan guarantee commitments, or revenues or tax expenditures (to the committee with jurisdiction over the title), contained in the report of the Committee on the Budget pursuant to section 302(a). Such an amendment shall not reduce such amounts below the level of such allocation for discretionary action. Such an amendment shall not be subject to amendment. If the chairman of the Committee on the Budget or his designee notifies the chairman of the Committee of the Whole that a meeting of the Committee on the Budget is necessary to consider such an amendment, the Committee

shall rise without motion.

''(5) After all titles of the bill have been considered for amendment except the final title, such title containing the budget plan reported by the Committee on the Budget shall be considered as having been read for amendment. No amendment to such title shall be in order except an amendment recommended by the Committee on the Budget changing the figures, or other matter contained in such title to conform to the new budget authority, new entitlement authority, new credit authority, or changes in revenues or tax expenditures contained in the preceding titles of the bill as perfected, as determined by the Committee on the Budget. Such an amendment shall not be subject to amendment. If the chairman of the Committee on the Budget or his designee notifies the chairman of the Committee of the Whole that a meeting of the Committee on the Budget is necessary to consider such an amendment, the Committee shall rise without motion.

''(6) If the amendment recommended by the Committee on the Budget to the budget plan is adopted, the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without

intervening motion. No motion to recommit shall be in order.

''(7) If the amendment recommended by the Committee on the Budget to the budget plan is rejected, it shall be in order to consider an amendment recommended by the Committee on the Budget to the bill (including the plan), which shall be in order even if changing portions of the bill already changed by amendment. Such an amendment shall not be subject to amendment. If the chairman of the Committee on the Budget or his designee notifies the chairman of the Committee of the Whole that a meeting of the Committee on the Budget is necessary to consider such an amendment, the Committee shall rise without motion.

''(8) If the amendment recommended by the Committee on the Budget to the bill pursuant to paragraph (7) above is adopted, the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion. No motion to recommit shall be in order.

''(9) If the amendment provided for in paragraph (7) is rejected, the Committee shall rise without motion. When the Committee resumes consideration of the bill,

further amendments (even if changing portions of the bill already changed by amendment) which are otherwise in order under the Rules of the House of Representatives shall be in order. At the conclusion of consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion. A motion to recommit shall not be in order. It shall not be in order, however, to consider the bill for final passage if new budget authority, new entitlement authority, or new credit authority provided in the bill causes the level of total new budget authority, entitlement authority, direct loan guarantees, or primary loan guarantee commitments provided for in the final title to be exceeded, or if revenues provided in the bill cause total revenues to be less than the level provided for in the final title, as determined by the Committee on the Budget.

''(d) CONSIDERATION BY THE SENATE.--

''(e) COMPLETION OF ACTION ON THE COMPREHENSIVE BUDGET BILL.--

''(1) It shall not be in order in the House of Representatives to consider a resolution providing for an adjournment period of more than three calendar days during the month of July until the House of Representatives has approved the comprehensive budget bill for the fiscal year beginning on October 1 of such year.

''(2) On or before August 15 of each year, the Senate shall approve the comprehensive budget bill for the fiscal year beginning on October 1 of such year.

''(f) INFORMATION CONTAINED IN JOINT STATEMENT.--The joint explanatory statement accompanying a conference report on a comprehensive budget bill for a fiscal year shall include--

''(1) a statement of economic assumptions on which the bill is based; and

''(2) a division, based on the total levels of new budget authority, budget outlays, entitlement authority, credit authority and revenues among major functional categories and among each committee of the House and Sentate which has jurisdiction over such authorities.

''(g) ENROLLMENT.--After final adoption of the

comprehensive budget bill by both Houses, the bill shall not be enrolled until the House and Senate have, by concurrent resolution, provided for the form or forms in which it shall be enrolled.''.

TITLE II--AMENDMENTS TO TITLE IV OF THE CONGRESSIONAL BUDGET ACT OF 1974

NEW SPENDING AUTHORITY

SEC. 201. (a) Subsection (a) of section 401 of the Congressional Budget Act of 1974 is amended by inserting ''CONTROLS ON PROVISIONS OF'' before ''LEGISLATION'', by striking out ''It shall not be in order in either the House of Representatives or the Senate to consider'' and inserting in lieu thereof ''No provision of'', by inserting after the parenthetical ''shall be in order in the House of Representatives or the Senate'', by striking out ''or resolution'' and inserting in lieu thereof '', resolution, or conference report'' and by inserting ''conference report,'' after ''resolution'' the second time it appears therein.

(b) Subsection (b) of such section is amended to read as follows:

''(b) CONTROLS ON PROVISIONS OF LEGISLATION PROVIDING OTHER NEW SPENDING AUTHORITY.--No provision of any bill, resolution, conference report, or amendment which provides new spending authority as described in subsection (c)(2)(D)

or (E) shall be in order in the House of Representatives or the Senate, unless that bill, resolution, conference report, or amendment also provides that such new spending authority is to be effective for any fiscal year only to such extent or in such amounts as are provided in appropriation Acts.''.

(c) Paragraph (1) of subsection (c) of such section is amended by inserting before the period at the end thereof the following:

'', except for subparagraphs (D) and (E) of paragraph (2), for which 'new spending authority' for purposes of this section means spending authority not provided by law on the effective date of those subparagraphs, including any increase in or addition to spending authority provided by law on such date''.

(d) Paragraph (2) of subsection (c) of such section is amended by striking out ''and'' at the end of subparagraph (B), by striking out the period at the end of subparagraph (C) and inserting in lieu thereof a semicolon, and by inserting after subparagraph (C) the following new subparagraphs:

''(D) to forego collection of offsetting receipts, the budget authority for which is not provided in advance by appropriation Acts to offset such foregone offsetting receipts; and

''(E) to make payments (including loans, grants,

and payments from revolving funds) other than those covered by subparagraph (A), (B), (C), or (D), the budget authority for which is not provided in advance by appropriation Acts.''.

(e) Such section 401 is further amended by inserting at the end thereof the following new subsection:

''(e) ESTIMATES.--For purposes of this Act, estimates of new entitlement authority for a fiscal year shall be based on a cost estimate of changes from current law at the time of adoption of a bill, resolution, amendment, or conference report providing entitlement authority.''.

CREDIT AUTHORITY

SEC. 202. Section 402 of the Congressional Budget Act of 1974 is amended to read as follows:

''LEGISLATION PROVIDING NEW CREDIT AUTHORITY

''SEC. 402. (a) CONTROLS ON PROVISIONS OF LEGISLATION PROVIDING NEW CREDIT AUTHORITY.--No provision of any bill, resolution, amendment, or conference report which provides new credit authority described in subsection (b)(1) shall be in order in the House of Representatives or the Senate, unless that bill, resolution, conference report, or amendment also provides that such new credit authority is to be effective for any fiscal year only to such extent or in such amounts as are provided in appropriation Acts.

''(b) DEFINITIONS.--

''(1) For purposes of this Act, the term 'new credit authority' means credit authority not provided by law on the effective date of this section, including any increase in or addition to credit authority provided by law on such date.

''(2) For purposes of this Act, the term 'credit authority' means authority to incur direct loan obligations or to incur primary loan guarantee commitments.''.

DESCRIPTION BY CONGRESSIONAL BUDGET OFFICE

SEC. 203. (a) Subsection (a) of section 403 of the Congressional Budget Act of 1974 is amended by striking out ''and'' at the end of paragraph (2), by striking out the period and inserting ''; and'' at the end of paragraph (3), and by inserting at the end thereof the following new paragraph:

''(4) a description of each method for establishing a Federal financial commitment contained in such bill or resolution.''.

(b) The second sentence of subsection (a) of such section is amended by striking out ''estimates and comparison'' and inserting in lieu thereof ''estimates, comparison, and description''.

GENERAL ACCOUNTING OFFICE STUDY

SEC. 204. Title IV of the Congressional Budget Act of

1974 is amended by inserting at the end thereof the following new sections:

''STUDY BY THE GENERAL ACCOUNTING OFFICE OF FORMS OF FEDERAL FINANCIAL COMMITMENT THAT ARE NOT REVIEWED ANNUALLY BY CONGRESS

''SEC. 405. The General Accounting Office shall study those provisions of law which provide spending authority as described by section 401(c)(2), and report to the Congress its recommendations for the appropriate form of financing for activities or programs financed by such provisions not later than eighteen months after the effective date of this section. Such report shall be revised from time to time.

''OFF-BUDGET AGENCIES, PROGRAMS AND ACTIVITIES

''SEC. 406. (a) Notwithstanding any other provision of law, budget authority, credit authority, and estimates of outlays and receipts for all activities of the Federal Financing Bank, the Rural Electrification Administration and Rural Telephone Bank, the Strategic Petroleum Reserve Account, the United States Synthetic Fuels Corporation, the United States Railway Association, the Federal Old-Age and Survivors Insurance Trust Fund, the Federal Disability Insurance Trust Fund, and the Health Insurance Trust Fund shall be included in a budget submitted pursuant to section 1105 of title 31, United States Code, and in a concurrent resolution on the budget reported pursuant to section 301 of

the Congressional Budget Act of 1974 and shall be considered, for purposes of such Act, budget authority, outlays, and spending authority in accordance with definitions set forth in such Act.

''(b) All receipts and disbursements of the Federal Financing Bank with respect to any obligations which are issued, sold, or guaranteed by a Federal agency shall be treated as a means of financing such agency for purposes of section 1105 of title 31, United States Code, and for purposes of the Congressional Budget Act of 1974. Amounts of loans guaranteed by a Federal agency which are financed by the Bank shall be included as outlays of such agency.

''(c) If any committee reports any bill or resolution containing a provision or provisions having the effect of exempting any department, agency, program or activity of the United States Government from the provisions of section 1105 of title 31, United States Code, or the provisions of the Congressional Budget Act of 1974, such bill or resolution shall be referred to the Committee on Government Operations, and the Committee on Government Operations shall have the jurisdiction to report any bill or resolution referred to it under this section with an amendment or amendments, which change or strike out any such provision or provisions.

''MEMBER USER GROUP

''SEC. 407. The Speaker of the House of Representatives, after consulting with the Minority Leader of such House, shall appoint a Member User Group for the purpose of reviewing budgetary scorekeeping rules and practices of the House and advising the Speaker from time to time on the effect and impact of such rules and practices.''.

TITLE III--ADDITIONAL PROVISIONS TO IMPROVE BUDGET PROCEDURES

DEFINITIONS

SEC. 301. (a) Paragraph (2) of section 3 of the Congressional Budget and Impoundment Control Act of 1974 is amended by inserting before the comma the following: ''or to make offsetting collections (or to affect their usage)''.

(b) Section 3 of the Congressional Budget and Impoundment Control Act of 1974 is amended by inserting at the end thereof the following:

''(6) The term 'allocation for discretionary action' means an amount for control of congressional action to increase or decrease levels under current law of budget authority (excluding such authority to cover spending authority as described by section 401(c)(2)(C)), direct loan obligations or primary loan guarantee commitments, spending authority as described by section 401(c)(2)(C), revenues, and tax expenditures.

''(7) The term 'entitlement authority' means

spending authority described by section 401(c)(2)(C).''.

CONGRESSIONAL BUDGET OFFICE

SEC. 302. (a) Paragraph (2) of section 201(a) of the Congressional Budget Act of 1974 is amended by striking out ''Committees on the Budget'' and inserting in lieu thereof ''committees''.

(b) Paragraph (1) of section 202(f) of the Congressional Budget Act of 1974 is amended by striking out ''April 1'' and inserting in lieu thereof ''February 15''.

(c) Subsection (f) of section 202 of the Congressional Budget Act of 1974 is amended by inserting at the end thereof the following new paragraphs:

''(3) On or before the first Monday after January 3 of each year, the Director shall submit to the Congress a report listing (A) all programs and activities funded during the fiscal year ending September 30 of that calendar year for which authorizations for appropriations have not been enacted for that fiscal year, and (B) all programs and activities for which authorizations for appropriations have been enacted for the fiscal year ending September 30 of that calendar year, but for which no authorizations for appropriations have been enacted for the fiscal year beginning October 1 of that calendar year.

''(4) Baseline projections prepared pursuant to this

subsection of permanent authority, including but not limited to revenues, tax expenditures, entitlements (including appropriated entitlements), other mandatory spending, and credit authority shall assume that current laws continue unchanged, except for the extension of temporary provisions for which continuation is routine. Baseline projections of discretionary appropriations shall assume a continuation of current year funding with an adjustment for inflation.''.

(d) Section 202 of the Congressional Budget Act of 1974 is amended by inserting at the end thereof the following new subsections:

''(h) STUDIES.--The Director shall conduct continuing studies to enhance comparisons of budget outlays, credit authority, and tax expenditures.

''(i) TAX EXPENDITURES INVENTORY.--On or before February 15 of each year, the Director shall submit to the Congress an inventory of all provisions of law providing tax expenditures and such inventory shall be regarded for purposes of this Act as tax expenditures.''.

CURRENT SERVICES BUDGET

SEC. 303. The first sentence of section 605(a) of the Congressional Budget Act of 1974 is amended by striking out ''On or before November 10 of each year (beginning with 1975)'' and inserting in lieu thereof the following: ''On

or before the first Monday after January 3 of each year (beginning with 1985)''.

STUDY OF OFF-BUDGET AGENCIES

SEC. 304. Section 606 of the Congressional Budget Act of 1974 is repealed.

JURISDICTION OF COMMITTEE ON GOVERNMENT OPERATIONS

SEC. 305. Clause 1(j) of Rule X of the Rules of the House of Representatives is amended by inserting after item (5) the following new item:

''(6) Budgetary treatment of agencies or programs referred to the committee pursuant to section 406 of the Congressional Budget Act of 1974.''.

CONTINUING STUDY OF CONGRESSIONAL BUDGET PROCESS

SEC. 306. Clause 3 of Rule X of the Rules of the House of Representatives is amended by inserting at the end thereof the following:

''(i) The Committee on Rules shall have the function of reviewing and studying, on a continuing basis, the congressional budget process, and the committee shall, from time to time, report its findings and recommendations to the House.''.

EARLY ELECTION OF COMMITTEES OF THE HOUSE

SEC. 307. Clause 6(a)(1) of Rule X of the Rules of the House of Representatives is amended by striking out ''at'' and by inserting in lieu thereof ''within the seventh

calendar day beginning after''.

RESCISSIONS AND TRANSFERS IN APPROPRIATION BILLS

SEC. 308. (a) Clause 2(b) of Rule XXI of the Rules of the House of Representatives is amended by inserting before the period at the end thereof the following: '', and except rescissions of appropriations contained in appropriation Acts.''

(b) Clause 6 of Rule XXI of the Rules of the House of Representatives is amended by inserting before the period at the end thereof the following: '', and shall not apply to transfers of unexpended balances within the department or agency for which they were originally appropriated, reported by the Committee on Appropriations.''

LIMITATIONS ON USE OF SUSPENSIONS IN THE HOUSE

SEC. 309. Rule XXVII of the Rules of the House of Representatives is amended by inserting at the end thereof the following new clause:

''5. (a) It shall not be in order to consider under suspension any bill or resolution (or an amendment thereto) which--

''(1) provides new budget authority (as defined in section 3(2) of the Congressional Budget and Impoundment Control Act of 1974);

''(2) provides new credit authority described in section 402(b)(1) of such Act;

''(3) provides new spending authority described in section 401(c)(2)(C) of such Act; or

''(4) increases or decreases revenues or tax expenditures;

in an amount which is in excess of $10,000,000. For purposes of this clause, the levels of new budget authority, new credit authority, new spending authority, revenues, and tax expenditures shall be determined on the basis of estimates made by the Committee on the Budget.

''(b) It shall not be in order to consider under suspension any bill or resolution (or an amendment thereto) which provides new spending authority as described in section 401(c)(2)(A), (B), (D), or (E) of such Act.''.

TITLE IV--AMENDMENTS TO SUBTITLE II OF TITLE 31, UNITED STATES CODE

SUBMISSION OF PRESIDENT'S BUDGET

SEC. 401. (a) The first sentence of section 1105(a) of title 31, United States Code, is amended by striking out ''During the first 15 days of each regular session of Congress'' and inserting in lieu thereof the following: ''On or before the first Monday after January 3 of each year''.

(b) Subsection (a) of such section is amended by inserting after the second sentence thereof the following new sentence: ''Not later than two weeks after submission

of the budget, the President shall submit to Congress back-up materials with respect to the budget including but not limited to the text of legislation necessary to implement budget proposals affecting revenues and spending authority as described in section 401(c)(2)(C) of the Congressional Budget Act of 1974 and justifications including detailed explanations of budget requests.''.

SUPPLEMENTAL BUDGET ESTIMATES AND CHANGES

SEC. 402. The first sentence of section 1106(b) of title 31, United States Code, is amended by striking out ''April 11 and''.

CURRENT SERVICES BUDGET

SEC. 403. The first sentence of section 1109(a) of title 31, United States Code, is amended by striking out ''Before November 11 of each year'' and inserting in lieu thereof the following: ''On or before the first Monday after January 3 of each year''.

TITLE V--TECHNICAL AND CONFORMING AMENDMENTS

TABLE OF CONTENTS

SEC. 501. The table of contents set forth in section 1(b) of the Congressional Budget and Impoundment Control Act of 1974 with respect to title III is amended to read as follows:

''TITLE III--CONGRESSIONAL BUDGET PROCESS

''Sec. 300. Timetable.
''Sec. 301. Annual budget plan.

''Sec. 302. Committee allocations.
''Sec. 303. Appropriation, entitlement, credit, and revenue measures must be considered pursuant to section 304 or 309.
''Sec. 304. Revisions of comprehensive budget bill.
''Sec. 305. Committee action on appropriation, entitlement, credit, and revenue bills.
''Sec. 306. Requirement to report legislation.
''Sec. 307. Reports, summaries, and projections of congressional budget actions.
''Sec. 308. Reconciliation.
''Sec. 309. Completion of action on the comprehensive budget bill.''.

ADDITIONAL TECHNICAL AND CONFORMING AMENDMENTS

SEC. 502. (a) The table of contents set forth in section 1(b) of the Congressional Budget and Impoundment Control Act of 1974 is amended by--

(1) striking out the item relating to section 402 and inserting in lieu thereof the following new item:

''Sec. 402. Legislation providing new credit authority.'';

(2) inserting after the item relating to section 404 the following new items:

''Sec. 405. Study by the General Accounting Office of forms of Federal financial commitment that are not reviewed annually by Congress.
''Sec. 406. Off-budget agencies, programs, and activities.
''Sec. 407. Member user group.''; and

(3) striking out the item relating to section 606.

(b) Paragraph (4) of section 3 of the Congressional Budget and Impoundment Control Act of 1974 is amended to read as follows:

''(4) The term 'budget plan' means that portion of a bill which sets forth the congressional budget for the United States Government for a fiscal year as described in section 309 or which revises the congressional budget for the United States Government for a fiscal year as described in section 304.''.

(c) Clause 1(e)(2) of rule X of the Rules of the House of Representatives is amended to read as follows:

''(2) All budget plans (as defined in section 3(4) of the Congressional Budget and Impoundment Control Act of 1974.''.

(d) Clause 4(b) of rule X of the Rules of the House of Representatives is amended--

(1) in paragraph (2) by striking out ''first concurrent resolution on the budget'' and inserting in lieu thereof ''budget plan''; and

(2) in paragraph (3) by striking out '', including the reporting of reconciliation bills and resolutions when so required''.

(e) Clause 4(g) of rule X of the Rules of the House of Representatives is amended by striking out ''March 15'' and inserting in lieu thereof ''February 25'' and by striking out ''concurrent resolution on the budget'' each time it appears therein and inserting in lieu thereof ''budget plan''.

(f) Clause 4(h) of rule X of the Rules of the House of Representatives is repealed.

(g) Section 4(i) of rule X of the Rules of the House of Representatives is amended by striking out ''concurrent resolution on the budget'' and by inserting in lieu thereof ''report accompanying a budget plan''.

(h) Clause 2(l)(1) of rule XI of the Rules of the House of Representatives is amended--

(1) by striking out ''(except as provided in subdivision (C))'' in subparagraph (A) thereof; and

(2) by repealing subparagraph (C) thereof.

(i) Rule XXIII of the Rules of the House of Representatives is amended by repealing clause 8 and by redesignating clause 9 as clause 8.

(j) Rule XLIX of the Rules of the House of Representatives is amended--

(1) by striking out clause 1 and inserting in lieu thereof the following:

''1. Any provision of law providing for a termporary increase or decrease in the statutory limit on the public debt shall be contained in the comprehensive budget bill provided for under section 304 or 309 of the Congressional Budget Act of 1974.''; and

(2) by repealing clauses 2 and 3 and by redesignating clauses 4 and 5 as clauses 2 and 3, respectively.

TITLE VI--EFFECTIVE DATE

EFFECTIVE DATE

SEC. 601. This Act and the amendments made by it shall take effect at noon January 3, 1985, and shall become effective for fiscal year 1986 and shall be fully reflected in the fiscal year 1986 budget submitted by the President in January 1985 as required by section 1105(a) of title 31,

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1 United States Code.